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1955

**GRAND JURY
REPORTS**



**CITY AND COUNTY OF
SAN FRANCISCO
CALIFORNIA**

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G R A N D J U R Y

C I T Y & C O U N T Y O F S A N F R A N C I S C O

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Foreman

WILLIAM H. H. DAVIS

Secretary

MRS. HERTHA MAGNUS

JOHN W. BENDER

ROBERT S. McKNIGHT

ALBERT EDWARD CONLON

EDWARD B. NEWCOMB

SAMUEL H. HANSEN

RAPHAEL SAMPSON

JOHN V. HEFFERNAN

WILLIAM H. SHEA

WILLIAM S. HOGAN

ELMER F. SKINNER

ST. GEORGE HOLDEN, JR.

HUBERT J. SOHER

THOMAS J. LENEHAN

GEORGE K. STEIN

GEORGE L. LEVISON

MRS. SALLY M. SULLIVAN

WALLACE S. TOWLE

Impaneled January 6, 1955

Discharged January 12, 1956

David F. Supple
Consultant-Statistician

GRAND JURY OF THE CITY AND COUNTY OF SAN FRANCISCO

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Honorable Theresa Meikle,
Presiding Judge of the Superior Court
City Hall
San Francisco, California

Your Honor:

The GRAND JURY is an ancient and honored institution of democratic government.

On the community level, it is the only mechanism of government which possesses the power and means for independent investigation and appraisal over a wide range of governmental officers, bodies and functions.

While it is true that the Legislature can perform somewhat similar duties, it is usually too preoccupied with matters of statewide import to delve into community situations.

As it is with so many offices in civic life, the ability and zeal of the individual determines the nature and quality of the work performed. It has been my good fortune to serve this City and County as Foreman of the 1955 Grand Jury, supported by 18 men and women, particularly able and dedicated to their official duties.

In the performance of those duties, the jurymen, individually and collectively gave considerably more than was required. They spared neither time, effort, nor themselves. I know how many of them served selflessly at cost to their health, their leisure time and their business.

All this is to be expected of men and women who assume the duties and obligations of Grand Juror. It is with pride that I report that they have lived up to all that could be required of them.

The Grand Jury was indeed fortunate in having certain individuals peculiarly talented in certain fields. This ability proved invaluable in our investigations.

It is a natural inclination for 19 individuals selected from the citizens as a whole, to avoid offending anyone. This is the easy way. Initially, it is overawing to plunge, as a novice into the intricacies of municipal government.

I can fortunately report, that this jury has met the challenge. I hope we have proceeded with dignity, with restraint, without malice, pre-conceived notions, or personal animosity.

In our relationship with the press, we have taken the greatest pains to insure a full, fair and factual presentation of our operations to the public. Our investigations have been conducted in a calm and unprejudiced manner with our sole aim, the improvement of our community life.

Naturally, it is inadvisable to dwell on the contributions of each Juror, but all of us, I am sure, feel that the efforts of Hertha Magnus, whom you appointed our Secretary, should not go unnoticed. Her long and distinguished career in similar capacities in civic life proved of tremendous value to the Jury.

In order to function effectively, the Grand Jury must enjoy a workable arrangement with the District Attorney's Office. Fortunately, our relationship extended far beyond this. We wish to thank Mr. Tom Lynch, and Mr. Norman Elkington for their valued counsel and enthusiastic support.

It is my privilege to present to you at this time, the final reports of the individual committees. These have been prepared with the greatest care.

In these reports are certain recommendations which require the further attention of the incoming Grand Jury, and perhaps the Legislature. This is essential, since a year is a comparatively short time for one Grand Jury to plant the seed and reap the harvest.

As for me, this signal honor has proven an experience I shall never forget. I am extremely grateful to you for the appointment.

In conclusion, your Honor, you have been most patient, ever generous of your time and advice, without ever restricting us in any respect. On behalf of myself and the Jury, let me express our thanks. It has been a privilege to serve under your guidance.

It is the hope of the entire Grand Jury that the City and County of San Francisco will receive some benefits from the results of our efforts this year.

Respectfully yours,

/s/ WILLIAM H. H. DAVIS
FORMAN
Grand Jury

F I N A L R E P O R T
OF THE
1955 GRAND JURY OF THE
CITY AND COUNTY OF SAN FRANCISCO
-o-o-o-o-o-

Appended hereto are the several reports of the individual committees of the 1955 Grand Jury, each dealing with specific problems and recommendations in connection with the various branches of our City and County government. In addition to these detailed reports, the 1955 Grand Jury, as a whole, desires to bring to the attention of the people of San Francisco certain fundamental factors which transcend individual departments, others which are common to several departments, and a few concerning particular departments, which in the opinion of the members of the 1955 Grand Jury are of such importance to the welfare and proper administration of the City and County that they should have priority attention by the electorate and by the new administration about to take office.

It is unnecessary, at this time, to point out that the rapid growth of our City has created an entire series of situations demanding the utmost wisdom and effort in order that the administration of our governmental machinery keep pace with its added responsibilities. Generally speaking, we have found a high degree of devotion to duty on the part of our elected and appointed public servants. We recognize that there are instances where deficiencies exist in great measure due to inadequate physical facilities and shortage of personnel. However, we believe that those charged with the administration of the several departments should appreciate that it is their responsibility to strive for maximum efficiency within the budgetary allowances provided, and constantly to seek ways and means of improving techniques, rather than to expect ever-increasing funds to be made available. At the same time it is incumbent upon those senior officials to bring to the attention of the people those inadequacies which require correction if our governmental procedures are to keep pace with the growth of our City. We find that there have been failures on both scores. Often demands are made for increased funds and personnel which might well require only improved administrative techniques, and on the other hand we find instances of sorely needed improvements which have not been brought to the attention of the people with adequate

forcefulness. These are joint problems of department chiefs, the Mayor, the Chief Administrative Officer, and the Board of Supervisors.

CHARTER REVISION

Throughout our term of office, we have found serious deficiencies in the Charter. The individual committee reports include mention of several such deficiencies. It is the opinion of the Grand Jury as a whole that Charter revision is essential. During the year, the 1955 Grand Jury has specifically recommended amendments to the Charter only in those instances where a unique and urgent need for such amendments arose. There are many phases of the Charter, however, which time did not permit the 1955 Grand Jury to study fully. It is recommended that the San Francisco Bar Association institute a study to determine whether the weaknesses of the present Charter can be effectively corrected by amendment or if a new Charter is needed. The authority and terms of office of the various commissions - Police, Fire, Public Utilities, Health, and others - should receive attention to assure that each commission has the authority to carry out its assigned duties and that it is free of political pressures which may impede its actions.

CHIEF ADMINISTRATIVE OFFICER

The impending retirement of Mr. Thomas A. Brooks as Chief Administrative Officer places a responsibility upon the Mayor-elect to choose a successor for this most important post. It is the opinion of the 1955 Grand Jury as a whole that the selection of a future Chief Administrative Officer presents the Mayor-elect with an opportunity and responsibility of transcendent importance. The people of San Francisco have been most fortunate that this office has been held for so long by a man of outstanding character and ability. His successor must measure up to those standards if we are to preserve and enhance the efficiency and honesty of our city government. We urge upon Mayor-elect Christopher, therefore, that he utilize every available avenue to find the man best qualified to fill the post of Chief Administrative Officer. No one other than the best qualified man can give the City the administrative leadership it must have.

1. The first part of the document discusses the importance of maintaining accurate records of all transactions.

2. It also outlines the procedures for handling customer complaints and ensuring that all staff are properly trained.

3. The third section details the company's policy on employee conduct and the consequences of any violations.

4. Finally, the document concludes with a statement of the company's commitment to excellence and customer satisfaction.

5. The following table provides a summary of the company's financial performance over the past year.

Category	Q1	Q2	Q3	Q4	Annual Total
Revenue	\$120,000	\$130,000	\$140,000	\$150,000	\$540,000
Expenses	\$80,000	\$85,000	\$90,000	\$95,000	\$350,000
Profit	\$40,000	\$45,000	\$50,000	\$55,000	\$190,000

6. The data indicates a steady increase in revenue and profit throughout the year, reflecting the company's growth and success.

CONFLICT OF INTERESTS

Legislation (see page X hereof) has been recommended by the 1955 Grand Jury and is now pending before the Board of Supervisors, designed to prohibit the Assessor and all non-civil service employees of his office from outside professional and business activities. This legislation was recommended after nearly six months of study by the Grand Jury, and after it became known that the incumbent in the office of Assessor has maintained a private legal practice as a tax consultant bringing him an income of three to four times his salary as Assessor. It is the opinion of the 1955 Grand Jury that this legislation is an urgent necessity. It is gratifying to note that this matter has already been acted upon favorably by the Judiciary Committee of the Board of Supervisors.

It is, moreover, the conviction of the 1955 Grand Jury that the entire matter of CONFLICT OF INTERESTS in all branches of our City and County government should be dealt with forthwith. Present Charter provisions vary as between departments, and are at best indefinite or silent on the subject. The Grand Jury as a whole urges action without delay designed to prohibit any and all situations where a conflict of interest may exist between the duties and responsibilities of public officials and their personal activities.

It is the firm conviction of the Grand Jury that there can be no compromise with the principle that public officials, to faithfully and properly serve the good of the community, must divest themselves of other activities which may in any way conflict with their duties in public office.

The Grand Jury recognizes that there are instances where salary inadequacies have motivated public officials to seek or maintain private professional and business activities. The cure is to provide adequate salaries for all municipal positions, thus removing such motivation.

Both the Federal government, and, to a great degree, the State government, have in recent years seen fit to place such restrictions on public officials. It is no less necessary for the people of San Francisco to do likewise.

The 1955 Grand Jury has recommended action by the Board of Supervisors to prepare the necessary legislation to accomplish this purpose in the coming year.

COORDINATION AND COOPERATION OF DEPARTMENTS

Reference to the individual committee reports discloses the need for vastly improved methods of coordination and cooperation between departments. The most obvious lacks in this connection concern efficient use of buildings and other physical facilities. In many instances this coordination could and should be accomplished through the office of the Chief Administrative Officer. Some departments are using space which could be used far more efficiently by other departments, and in some cases sales of property could be effected and purchases of other property, with a saving to the City and a great increase in operating efficiency. Particular attention is called to the reports of the committees on the following departments, all of which show need for coordination in matters of physical facilities:

City Purchaser	Department of Electricity
Public Administrator	Public Utilities
Recorder	Public Works
County Clerk	Sheriff
City Attorney	Welfare Board
	Parks-Recreation

It is the recommendation of the 1955 Grand Jury that the needs for physical plant improvements or changes be studied well in advance of the time when the budgetary requests are submitted by the department heads. All too often, as we saw this year, time does not permit adequate study of the need for such improvements during the period allotted to budget hearings, and either the Chief Administrative Officer, the Mayor, or the Board of Supervisors eliminate sorely needed items merely because of the pressure of time. This, in our opinion, is a poor excuse for failure to take proper action, and can best be corrected by year-round efforts by all concerned. If additional technical assistance is required by the Board of Supervisors, provision should be made for the necessary staff. We recommend, further, that the chairmen of the several committees of succeeding Grand Juries should be in attendance at budget hearings, particularly those held by the Mayor's office.

In addition to the need for improved coordination between departments in relation to physical properties, there is a need for closer cooperation and coordination in personnel matters. An example is that the Public Administrator, the Public Defender, the City Attorney, the Probation Authorities, and the District Attorney all appear to require additional investigators. Another example of need for coordination relates to the need for health officers by other departments. Surely, study should be given to the advisability of the Department of Health providing such professional manpower to other departments. Presently the Sheriff appoints medical and dental personnel to serve in the several jails, whereas it might well prove economical to utilize doctors and dentists presently employed by the Department of Health.

GENERAL

The 1955 Grand Jury recognizes that certain matters have occupied our time to a degree which has prevented us from devoting exhaustive study to other equally important matters. This we believe to be unfortunate but unavoidable. In view of the time spent on a number of items, we wish at this time to summarize our findings in relation to them, to give emphasis to our conviction as to essential action which must be taken.

1. LOG CABIN RANCH SCHOOL. We urge that this outstanding phase of the operations of the Juvenile Department continue to receive the full support needed to enhance its service to the community. The Master Plan for modernization and rehabilitation of the physical plant there should be implemented by the construction of at least one new building each year. The 1955 Grand Jury is convinced that the present location is a good one and that it should be considered permanent.

2. POLICE DEPARTMENT. The 1955 Grand Jury as a whole devoted a great deal of time to hearings in relation to Police Department matters, in addition to continuing study by the Police Committee. We believe that many improvements have been made as a result of our actions, and urge that succeeding grand juries follow the practice of close scrutiny of police matters to the end that this most essential and vital part of our City Government be kept at maximum efficiency. The need for vigilance to assure a Police Department of the highest standards is not unique to San Francisco. This is of continuing concern in every major city in the nation, and we are certain that the Police Department itself would welcome the close scrutiny and cooperation of the Grand Jury, which is perhaps the best qualified agency to keep a watchful eye on this phase of our City government.

3. TAX ASSESSMENT. The matter of proper tax assessment of both real and personal property has been of major concern to the Grand Jury. It is the conviction of the Jury as a whole that the discretionary powers of the Assessor should be reduced to a minimum. To accomplish this we urge that the Assessor establish proper formulae to govern assessment appraisals to eliminate some of the inequities which presently exist, particularly in building appraisals. Tax assessments should not be open to the suspicion that they are affected by influence or pressure.

Veterans' Exemptions must be restricted only to those legally entitled to such benefits. A start has been made to correct past deficiencies in this connection, but much more is needed.

Personal Property taxes should be based upon established formulae, and should not be subject to the bargaining ability of the taxpayer.

It is worthy of mention that increased real property assessments were levied this year in 19 out of 28 cases which the Grand Jury brought to the attention of the Assessor as examples of apparent inequities.

4. CIVIL SERVICE. It is evident that some revisions are necessary in the system of civil service appointments and examinations. Residence requirements need study to determine whether or not the City is suffering from lack of properly qualified applicants for positions in some instances because of requirements that applicants must be residents of the City. Cases were brought to our notice which clearly show the need for some modification so that qualified men and women will be attracted to the service of the City.

5. BOARD OF SUPERVISORS. The 1955 Grand Jury as a whole is convinced that the present structure wherein the City of San Francisco has part-time supervisors is wrong. We recommend unanimously that steps be taken to revise this system so that the Board of Supervisors will be constituted of a lesser number of full-time representatives, adequately compensated, with no outside professional or business activities. The entire administration of the City and County government would be improved by the accomplishment of this change.

6. SALARIES OF COURT EMPLOYEES. All those Superior Court and Municipal Court employees' salaries which are presently fixed by the State Legislature should be fixed under local laws, as in the case of all other city and county employees, and thereby be subject to local salary standardization.

7. BOARD OF EDUCATION. As a result of action by the 1955 Grand Jury, the Board of Education approved the principle enunciated by the Grand Jury that administrators in the school department should be subject to the same procedures for dismissal as apply to the Superintendent. We urge that the Charter amendment, copy of which is attached (pp. XI - XIII hereof), receive favorable action by the Board of Supervisors to place this matter on the ballot as soon as practicable.

CONCLUSION

The 1955 Grand Jury of the City and County of San Francisco, as its term comes to a close, wishes to express the appreciation of each and every member for the help and guidance we have received during our term of office from all those with whom we have consulted, both within and outside of the City Government. Particularly do we wish to express our gratitude to:

Presiding Judge Theresa Meikle;
District Attorney Thomas C. Lynch;
Chief Deputy District Attorney Norman H. Elkington;
and Grand Jury Consultant David F. Supple.

Each has been a tower of strength, and without their constant help whatever service this Grand Jury may have performed for the People of San Francisco would have been far less. Each of them is a truly devoted public servant.

W. J. D. Davis
And Magnus
W. J. D. Davis
W. J. D. Davis
Samuel H. Hansen
Dolly M. Sullivan
W. J. D. Davis
Elmer Skinner
Robert S. McHugh
St. George Golden Jr.
Wallace S. Towle
Thomas J. Leuehan
John V. Hoffman
Edward Mewcom
George K. Stein
William H. Shea
Robert J. Jones
John Bender
Wm. S. Hogan

CHARTER AMENDMENT

Proposition _____

Describing and setting forth a proposal to the qualified electors of the City and County of San Francisco to amend the charter of said city and county by adding thereto section 28.1 providing that the assessor devote his entire time and attention to his office, and prohibiting him and his non-civil service employees from practicing law or engaging in certain outside activities.

The Board of Supervisors of the City and County of San Francisco hereby submits to the qualified electors of said city and county at an election to be held therein on _____, a proposal to amend the charter of said city and county by adding thereto section 28.1 to read as follows:

ASSESSOR

(Continued)

Section 28.1. The assessor shall devote his entire time and attention to the duties of his office. The assessor, his chief assistant or deputy and his confidential secretary shall not engage in the practice of law; nor shall they engage in any professional or business activities incompatible with the interests of the city and county. Violation of any of the provisions of this section shall constitute official misconduct for which any of said persons, found guilty thereof, shall forfeit his office or employment and shall be forever after debarred and disqualified from being elected, appointed or employed in the service of the city and county.

CHARTER AMENDMENT

PROPOSITION _____

DESCRIBING AND SETTING FORTH A PROPOSAL TO THE QUALIFIED ELECTORS OF THE CITY AND COUNTY OF SAN FRANCISCO TO AMEND THE CHARTER OF SAID CITY AND COUNTY BY AMENDING SECTION 135 THEREOF, RELATING TO THE POWERS AND DUTIES OF THE BOARD OF EDUCATION IN THE REMOVAL OF EMPLOYEES FROM ADMINISTRATIVE POSITIONS IN THE SCHOOL DISTRICT.

The Board of Supervisors of the City and County of San Francisco hereby submits to the qualified electors of said city and county at an election to be held therein on June 5, 1956, a proposal to amend the charter of said city and county by amending Section 135 thereof, so that the same shall read as follows:

NOTE: Additions or substitutions are indicated by bold face type; deletions are indicated by ((double parentheses)).

Powers and Duties of Board of Education

SECTION 135. In addition to the powers conferred by the general laws of the state and other provisions of this charter, the board of education shall have the power to establish and maintain such schools as are authorized by the laws of the state as the board may determine, and to change, modify, consolidate or discontinue the same as the public welfare may require.

The board shall also have power to employ such teachers and other persons as may be necessary to carry into effect its powers and duties; to fix, alter and approve their salaries and compensations, except as in this charter otherwise provided, and to withhold for good and sufficient cause the whole or any part of the wages, salary, or compensation of any person or persons employed as aforesaid; and to promote, transfer and dismiss teachers, but no teacher shall be dismissed from the department except for insubordination, immoral or unprofessional conduct, or evident unfitness for teaching. Appointment, promotion, assignment and transfer of deputy or assistant superintendents, principals, assistants, teachers and all other certificated employees shall be made by the board of education upon the recommendation of the superintendent of schools. All promotions of teachers shall be based solely on merit. Nothing in this section shall be construed to prevent the board from removing teachers as provided in this charter and the laws of the state. Charges against teachers must be made in writing by the superintendent after investigation and shall be finally passed upon by the board after giving the accused teacher a fair and impartial hearing before said board.

All teachers, heads of departments, ((vice-principals)) assistant principals, principals, supervisors and

directors shall be classified as permanent employees in their respective positions after they have been successfully employed in such positions in the school department for a probationary period of three years. In the absence of any action to the contrary by the board of education at the end of the third year of such employment, the classification shall be considered as permanent. Heads of departments, assistant principals, principals, supervisors, directors and occupants of such other administrative or supervisory positions which now or may hereinafter be designated for permanent classification by virtue of this charter, may be removed from said positions as in this section hereinafter provided, for misconduct or incompetency after charges setting forth the nature and character of said misconduct or incompetency are filed against the said employee. Said charges must be in writing and shall be signed by the superintendent of schools. A copy of said charges, together with a notice of the time and place of hearing on the same, shall within five days after the filing of the same be served upon the said employee. The mailing of a copy of said charges, with notice of time and place of hearing on the same, by United States registered mail, with the proper amount of postage prepaid thereon, addressed to said employee at his last known place of residence, shall be deemed to be a service of said charges as provided for in this section. A public hearing on said charges shall be had by the board of education not less than ten, nor more than twenty, days after the filing of said charges, provided that full power and authority is hereby given to the board of education to continue said hearing from time to time not to exceed sixty days from the commencement thereof, provided that for good cause said board may grant a further continuance of said hearing. The employee shall have the right to answer said charges, to appear at the hearing thereof and to be represented by counsel thereat for the purpose of defending himself against said charges. Pending the determination of said charges, the employee may be suspended from his position by a majority vote of the board of education. If the board of education after hearing said charges shall by a two-thirds vote of all the members, determine that said charges have been sustained, it may by the same vote remove said employee from his position. No member of the board shall be entitled to vote on the charges or removal of said employee unless he or she has been present at the entire hearing of such charges, provided that any member of the board who has not been present may vote for the removal of the employee, if such member has read a transcript of all the testimony taken on said hearing during his absence therefrom, and shall file with the board an affidavit to this effect. If said charges are not sustained by a two-thirds vote of all the members of said board, or if after said charges are sustained, the employee is not removed from his position as a result thereof, said employee shall be reinstated in his position and shall be allowed his salary for the time that he has been under suspension, together with the costs of defending himself against said charges, including a reasonable fee for his attorney to be fixed and allowed by the board. If the charges are sustained, and as a result thereof said employee is removed from his position, no further salary for that position shall be allowed to said employee

from the date of his suspension. In the hearing and determination of said charges filed against said employee, the judgment of said board of education shall be final unless in determining the sufficiency of said charges said board of education commits a clear abuse of discretion.

The procedure set forth hereinabove shall only be applicable to the removal of the employee from his administrative position and not to removal as a teacher. Removal as a teacher shall be as provided in the laws of the state.

A deputy superintendent or assistant superintendent shall be classified as a permanent employee in such position in the school department in which he was permanently employed immediately prior to his appointment as deputy ((.)) or assistant.

Non-teaching and non-technical positions, and positions not required by law to be filled by a person holding a teaching or other certificate as required by law, shall be employed under the civil service provisions of this charter and the compensations of such persons shall be fixed in accordance with the salary standardization provisions of this charter.

The board of education shall have power to grant and to renew, and for insubordination, immoral or unprofessional conduct or unfitness for teaching, to revoke teachers' certificates.

The board shall establish regulations subject to the approval of the controller for the disbursement of all moneys belonging to the school department or the school fund or funds, and to secure strict accountability in the expenditure thereof, and to provide for the prompt payment of all salaries due and allowed to officers, teachers and other employees of the school department.

Notwithstanding any other provision of this charter to the contrary, the board of education of the San Francisco Unified School District may authorize payment of the annual compensation of certificated employees in twelve equal payments, the first such payment being made on or before the 5th day of August of each school year, and continuing each month thereafter until the full annual compensation shall be paid, provided that the last equal payment shall be made not later than the 5th day of July of the succeeding school year, and provided further that in the event that the certificated employee for any reason does not perform the full year of service, said certificated employee shall receive only such amount as is authorized by the ((school)) education code of the State of California. In the event said certificated employee has been paid an amount greater than such employee is entitled to receive under the provisions of the ((school)) education code of the State of California, said certificated employee shall be liable therefor and within thirty days after such excess payment said certificated employee shall reimburse the San Francisco Unified School District for the excess, and said certificated employee shall not be paid any of his retirement accumulations or credits until the San Francisco Unified School District has been reimbursed for the said excess.

The board shall, between the 1st and 21st days of May of each year, adopt a schedule of salaries for the next ensuing fiscal year for teachers and other employees of the school department. Compensations of non-teaching and non-technical employees shall be fixed in accordance with the salary standardization provisions of this charter.

MAYOR

This Committee has visited and inspected the office of the Mayor on several occasions.

A study of the operations of that office discloses that the personnel, both civil service and non-civil service, are courteous and efficient, both in the administrative and secretarial branches, and no employee in the Mayor's office has any outside employment.

The incumbent Mayor, Honorable Elmer E. Robinson, now concluding two terms as Mayor of San Francisco, deserves particular mention by this Committee for what it is felt have been outstanding accomplishments of the various city departments in direct service to the people of San Francisco during his administration.

Monies voted for specific projects by the people have been spent promptly and wisely; essential street paving has been carried forward with speed and efficiency; twenty-four playgrounds have been built and placed into operation; branch libraries have been established in areas where they were badly needed - and we note, with approval, these structures have taken no land from the tax rolls.

The world's greatest airport is now the property of the City and County of San Francisco, and we credit Mayor Robinson with extraordinary efforts to attract more and more business to this airport, thus making it an increasingly greater asset to the City.

Construction of new firehouses, the rehabilitation of old ones, revisions of the alarm system, have resulted in a higher rating for this city by the Pacific Rating Bureau, with a consequent substantial saving of premiums on fire insurance for the people of San Francisco.

The great Hetch Hetchy system has been extended with the addition of the Cherry Valley Reservoir - a priceless water supply, which will serve San Francisco throughout the foreseeable future.

The inauguration of a tow-away program on greatly congested traffic arteries at peak hours was accompanied by some misgivings, but it has proved to be an exceptionally effective instrument for the rapid and orderly movement of traffic.

At the same time, while making a frontal assault on the Number One problem of our American cities - traffic - the Mayor has consistently supported the expansion within the Police Department of a traffic bureau.

Public-spirited citizens have been invited to serve on the "San Francisco Forward Committee", and citizens of



(Mayor, continued)

financial acumen have been invited by the Mayor to serve on bond-screening committees to give the public-at-large the benefit of their experience and considered judgment regarding various bond issues.

We note with approval that Mayor Robinson has carried the name of San Francisco, and enhanced her prestige, throughout the world.

By his positive action, international conferences have been held in this City.

Mayor Robinson has represented our people and our city with distinction at international conferences in Vienna, Windsor and Rome. He has invited heads of state to this City, and has done far more than would normally be expected to win favorable attention and enduring good will for the City of San Francisco.

We note - again with approval - that the Mayor's relations with other branches of city government have been cordial and cooperative. We feel that his eight years of service to San Francisco have been eight years of distinguished service for which he deserves commendation.

We note, with some misgivings that the Federal Legislative Representative, an appointee of the Mayor, whose contract of employment has been confirmed by the Board of Supervisors, is, as an attorney, frequently engaged in litigation against the City and County of San Francisco. We believe that such private practice is incompatible with his employment by the City and County of San Francisco

GEORGE K. STEIN, Chairman

WALLACE S. TOWLE

RAPHAEL SAMPSON

CHIEF ADMINISTRATIVE OFFICER

Your Committee has had the pleasure a number of times of discussing with Mr. Thomas A. Brooks, Chief Administrative Officer, and with his then assistant, Mr. Ben G. Kline, the functions, responsibilities and problems of that office, the area of local government over which the Chief Administrative Officer has jurisdiction, and the relationship of his office to other departments and agencies.

The Chief Administrative Officer is responsible for the direction and supervision of the following departments: Public Works, Public Health, Purchasing, Finance and Records, Real Estate, Electricity, Coroner, Agriculture, Weights and Measures. The charter framers deemed the functions of those departments to be administrative rather than policy making--of a business rather than a governmental nature--and arranged that they should be administered under the supervision of an official removed from politics and political pressures. Their wisdom has been proved by the conduct of the office.

The Chief Administrative Officer attends meetings of the Board of Supervisors and committees thereof, sits as a member of the City Planning Commission, acts as chairman of the city's Regional Service Committee (having to do with better urban-rural relations), administers the city's publicity and advertising fund, and hears and acts on appeals regarding actions or decisions of departments under his jurisdiction.

The office of the Chief Administrative Officer, with a minimum staff, and the departments under the Chief Administrative Officer are efficiently and economically managed in the best interests of the community and its taxpayers.

The city is very fortunate in having had the services of Mr. Brooks as Chief Administrative Officer for the past 23 years. He came to the city government from private business at the inception of the then new charter in 1932 as Purchaser of Supplies. He was named Chief Administrative Officer in 1941, succeeding the late Alfred J. Cleary, and has held the office with distinction since that time. At the request of the incoming administration Mr. Brooks has agreed to continue in office to aid the new Mayor.

The fact that he continues to merit the confidence of the public to an extent shown to few individuals bespeaks the highest praise of Mr. Brooks' business acumen and integrity as well as his loyal and devoted service to the City and County of San Francisco.

Respectfully submitted,

JOHN W. BENDER, Chairman

ROBERT S. McKNIGHT

WILLIAM S. HOGAN

CONTROLLER: TREASURER: PURCHASER: RETIREMENT BOARD: FINANCE
AND RECORDS

The Committee met with Mr. Harry D. Ross, City Controller, on the inspection of this department. As controller, Mr. Ross is directed by ordinance with the fiscal responsibility and administration of the City and County. Under the Annual Appropriation Ordinance he is authorized and directed with the accountability of receipts and expenditures for the various City departments appropriated therein. Due to the complex nature of budgetary requirements, the Controller must rule on the legality of department expenditures as to compliance with the charter and ordinance provisions.

The Controller's office is administered on a sound businesslike and professional basis, which is reflected by capable assistants and general office procedures. Its system of checks and balances is recognized as sound accounting for such municipalities. Perhaps at some future date the City space requirements would allow the incorporation of the Payroll Department with the general office setup, rather than the basement quarters it now occupies, for a more efficient operation.

The accounts of the Controller, Public Service Enterprises, San Francisco Unified School District and Employees' Retirement System are audited annually by certified public accountants. Under Section 66 of the Charter, the Controller's Audit Staff examines the offices of the Treasurer and the San Francisco Airport.

All statistical data and reports of examination can be found in the Annual Report of the Controller for the fiscal year ended June 30, 1955.

Your Committee wishes to restate the high praise given Mr. Ross by previous grand juries, and say that the City and County of San Francisco is fortunate indeed in having a person of Harry D. Ross' caliber as its controller.

Treasurer

As the City Treasurer, Mr. John J. Goodwin is strictly governed in the performance of his duties by the laws of the State of California, as well as by City charter and ordinances. In addition to the depository nature of this office, the Treasurer administers the records of the state inheritance tax for this county. This department alone on a fee basis earned in excess of some \$30,000.00 as commissions from inheritance tax collections.

It must be noted that the recommendations made by the 1953 and 1954 Grand Jury committees have not yet been completed. Those reports provided for the modernization of this office with respect to the tellers' cages and installation of bullet-proof glass therein, as well as a modern system installation for the safekeeping of bank collaterals and City bonds.

(Treasurer, continued)

This Committee feels that it should reiterate the above recommendations. Such precautionary measures should be looked upon as an investment rather than an expense to be deleted from a budget.

This department is run on a sound, economical basis, reflecting the many years of capable administration under Mr. Goodwin. It is audited by the Controller's General Audit Staff annually, and such statistical data and reports of examination can be found in the Annual Report of the Controller.

Purchaser

The Purchaser operates under the City Charter to supply the complex needs of the various city departments. Its primary function is to supply the materials and equipment necessary to operating a large municipality. This department was efficiently and capably administered by the late Harold Jones, and more recently by the newly appointed Mr. Ben G. Kline. In addition to the ever increasing demands of purchasing, this office is charged with the Control of Sales and Inventory Division, Tabulating and Reproduction Bureau, and the Central Shops and Warehouses. The Purchaser, in addition, is the administrator of the Procurement Division of the San Francisco Disaster Council and Corps. The office operates in a businesslike manner under capable leadership while improving methods constantly to better service the City's ever increasing needs in all phases of operations.

Finance and Records

At the date of this report, the abovenamed department is under the supervision of the office of the Chief Administrative Officer, and as such its operation and procedures are incorporated in that department.

Retirement System

The San Francisco City and County Employees' Retirement System was established by the Board of Supervisors in 1922 acting under Article XVII of the Charter, adopted in 1920. It was established to provide retirement and death benefits for public employees and officers appointed by the Mayor or elected. Over the years various groups of employees have been brought into the System, such as the Police and Fire departments and the Unified School District. The System is administered by the Retirement Board, consisting of seven members: the president of the Board of Supervisors, the City Attorney, three active members of the System elected by the membership, and two members appointed by the Mayor, one of whom is an officer of a bank and the other a resident official of a life insurance

(Retirement System, continued)

company. The present active membership is approximately 19,000 and approximately 4,300 retired employees or their beneficiaries are receiving monthly benefit allowances.

Mr. Ira G. Thompson, Secretary of the Board, is well qualified to administer its complex accounting system found in such an agency. This department is similar to a large life insurance company and is strictly governed by Charter provisions. Mr. Thompson informs the committee that this year the System had two actuarial audits in addition to the annual audit by certified public accountants.

The statistical data and reports of examination can be found in the Annual Report of the Controller for the fiscal year ending June 30, 1955. As has been found in previous grand jury reports, this department requires additional space to operate efficiently. This department must maintain a large number of files and records which are indispensable to its operation. It has payroll records which are the only documents of its kind for this city's employees. At present, Mr. Thompson has plans under submission to the Department of Public Works for expansion to the Civic Auditorium for space which has been vacated by the Department of Education.

This department is run efficiently and capably, as is attested by its fine record of achievement over the past thirty-odd years and the service it renders to the City and County of San Francisco.

Respectfully submitted,

WILLIAM H. SHEA, Chairman

GEORGE K. STEIN

GEORGE L. LEVISON

COUNTY CLERK, RECORDER-REGISTRAR, PUBLIC ADMINISTRATOR

Public Administrator

The Public Administrator, Mr. W. A. Robison, and the members of his staff have given this committee complete cooperation throughout our term.

Examination was made by the Peter Barrett Co., C.P.A. as of January 3, 1955, of the books and records of this department. We therefore accept this for the record as a part of our report as it affirmatively appears in the report that all real and personal property, cash, securities and jewelry belonging to estates of decedents administered by the Public Administrator have been fully accounted for.

A condition still exists of crowded quarters, which has repeatedly been reported by former Grand Juries. Something should be done to provide adequate storage, sufficient office space and that the office be more accessible to transportation.

The names, "Chief Investigator" and his assistant from General Clerk (B-222) to "Assistant Investigator" should be used and graded accordingly. The duties of these positions are utterly foreign to the duties of a "Clerk" of any kind. These positions necessarily involve public relations, experience, judgment and a degree of executive ability, which commands a salary higher than clerical positions.

Recorder-Registrar

Mr. Thomas A. Toomey, Registrar, and his associates have cooperated with this committee.

Most alarming to us is the fact that \$31,400 per year is spent for two obsolete warehouses for the storage of costly voting machines. Plans are complete - land is available. Good business judgment should dictate the construction of a new warehouse to house our present voting machines, plus those approved on future purchases.

County Clerk

Mr. Martin Mongan has been most cooperative, and has asked an appropriation of \$3,000 to help alleviate the situation in the City Hall basement storage area of the County Clerk's office and to provide improved lighting facilities to the civil and probate departments of the County Clerk's office.

ST. GEORGE HOLDEN, Chairman

JOHN W. BENDER

EDWARD B. NEWCOMB

DISTRICT ATTORNEY. CITY ATTORNEY. PUBLIC DEFENDER

District Attorney

Your 1955 Grand Jury Committee for the District Attorney's office has met with the District Attorney, Mr. Thomas C. Lynch, visited this office, and observed it in action. We found this office to be functioning in an extremely efficient manner.

The staff consists of 26 lawyers and 33 persons doing clerical and investigative work. The clerical members are civil service employees and the remaining members are appointed by the District Attorney.

The work done by the District Attorney's office comprises many fields. For instance, there is a complaint division conducted by this office where citizens may register criminal complaints. Several thousand of these are made during the year, all of which must be heard and investigated, and which range from comparatively minor complaints, such as disturbing the peace, to major felonies such as rape, robbery, etc.

Other functions of the District Attorney's office are in connection with the Juvenile Court at the Youth Guidance Center, at sessions of the Superior Court at the San Francisco Hospital, Psychopathic Ward, and with the Grand Jury.

The Family Relations Bureau and the Aid to Needy Children investigative units are located at 580 Washington St. The Family Relations Bureau hears all complaints in which the family relationship is involved. These complaints cover battery, wife and child abandonment, bigamy and many other offenses against the family relationship. The investigative unit of the Aid to Needy Children investigates applications for aid for children when it is claimed they have been abandoned by one or both parents. Many fraudulent cases were involved where the responsible parent, or both, were well able to support the children and family. Through this investigative department of the District Attorney's office well over \$300,000 is saved annually to the City and County of San Francisco.

The District Attorney's office prosecutes approximately 25,000 to 30,000 misdemeanor cases during the year, and several thousand felony cases.

Unfortunately, a shortage of investigators exists in this department, and while a request for five more investigators has been made, this request has yet to be granted. It is hoped that this situation will be corrected in the near future when application is again made.

Your Committee has had many contacts with the District Attorney's office, and it is our opinion that this office, under the leadership of Mr. Thomas C. Lynch and his Chief Deputy, Mr. Norman Elkington, is operating in a thoroughly efficient manner.

(District Attorney, continued)

We wish to acknowledge the cooperation of the District Attorney's office and its staff and to commend Mr. Lynch and his associates for the service they are giving to the City and County of San Francisco.

City Attorney

Your 1955 Grand Jury Committee for the City Attorney's office met with the City Attorney, Mr. Dion R. Holm, inspected the physical set-up of this office, and observed the tremendous volume of work for which this office is responsible. We were impressed throughout with the efficient manner in which this office operates, in spite of extremely crowded conditions. In fact, the City Attorney is so crowded for space that Mr. Holm blocked off a portion of what would normally be the corridor of the City Hall and has used part of it for a reception room, clerks' desks, PBX switchboard, and the main portion of the City Attorney's library. There are a few good offices that have natural light, and these offices have attached to them inner rooms without any natural light and without ventilation, which are occupied by attorneys. One room has a half-length partition that separates two attorneys, and in the remaining portion of the room there are four attorneys endeavoring to do their legal work. It is obvious that attorneys cannot properly interview witnesses and officials of the City with whom they are required to do business, resulting in a disturbance of the other occupants of this room and making it undesirable for the person, and particularly the stranger coming into a room, to talk to one lawyer with five others in a position to hear what is said.

There are well over a thousand lawsuits ready to be tried in the City Attorney's office and, in theory, any one could be called to trial within a day's notice. The City is sued, or the City Attorney institutes suit in behalf of the City, at the rate of eight suits a week throughout the year. During 1954 the City Attorney's office disposed of over 500 suits by trial or settlement.

Trial work of the City Attorney's office represents only a portion of the work done. The City Attorney is responsible for all of the civil legal work of the City and County, part of that of the School Department, and for all the legal work of the Redevelopment Agency and the Parking Authority. Other duties include the preparation of written opinions to all elected and appointed officers, commissioners and heads of departments of the city government when requests for these opinions are made; preparation of contracts, approval of bonds, review of all ordinances as to legality, passed by the Board of Supervisors, preparation of bond issues, litigation in Federal Court, and suits with the United States Government.

It is your Committee's opinion that the office of the City Attorney is operating under the severe handicap of limited

and insufficient space, and with considerable lack of privacy. Even so, we wish to compliment Mr. Holm upon the efficient and capable manner in which his office is conducted.

Public Defender

Your 1955 Grand Jury Committee for the office of the Public Defender presents the following report.

The statistics of the cases handled by the office of the Public Defender are a matter of public record, and this Committee does not wish to take up valuable time and space to enumerate them in detail, especially since such facts are readily available.

From investigation made by the Committee, and from a voluntarily submitted clear, concise and detailed report made by the Public Defender, Mr. Edward T. Mancuso, certain facts stand out.

The most noticeable fact is that the Public Defender has no confidential secretary. He is forced to rely on such secretarial help as is available when he calls for it. Due to the fact that communication between a client and his attorney is confidential, no matter how indigent the client, it is of the utmost necessity that the attorney should have always at hand a confidential secretary upon whose discretion he can rely. This confidential secretary should be one appointed by the Public Defender himself, to insure this confidence and discretion.

Further, the office of the Public Defender has but one investigator for all the cases coming before this office. This office should have additional investigators if it is to serve the City and County of San Francisco as a fully efficient unit.

Your Committee believes that the Public Defender, Mr. Mancuso, is to be congratulated on the excellent job his office is doing even with the handicap of insufficient personnel.

WALLACE S. TOWLE, Chairman

ROBERT S. McKNIGHT

JOHN W. BENDER

SUPERIOR AND MUNICIPAL COURTS, CIVIL AND CRIMINAL, AND ADULT PROBATION

General

Your committee on the Superior and Municipal Courts and the Adult Probation Department submits its report as follows:

As has been the experience of preceding grand juries, our frequent visits and inspections to the various departments of the Superior and Municipal courts have demonstrated to us the total inadequacy of the housing and facilities available to the courts and their affiliated departments of the City and County. We therefore asked for, and received, in June, 1955, a resolution from the grand jury as a body endorsing a bond issue for a new court house. This bond issue was submitted to the voters at the municipal election on November 8th as Proposition "B"; however, it is with extreme regret that we now must note that this proposition, while being given a substantial affirmative vote, failed to receive the necessary two-thirds majority for passage. The citizens' committee formed to promote this proposition, and the other members of the bench and bar, are to be commended for the tremendous amount of effort put forth in their endeavor to bring about the correction of the totally unwarranted conditions at present existing by reason of lack of space. The bond issue failed by a narrow margin to attain the necessary two-thirds. Our investigation reveals to us that there are two schools of thought as to whether the City of San Francisco should build a new court house or a new office building to be occupied by the administrative and legislative offices of the city. We therefore recommend that all parties interested on both sides get together and formulate some concrete plans which may be submitted to the voters in the very near future, carrying the 100% endorsement of all concerned.

Superior Court

It is with a great deal of pleasure that your committee is able to report the efficiency of operations in the Superior Court under such trying conditions, under the able guidance of Presiding Judge Theresa Meikle. We could not help but note the unusual spirit of cooperation amongst all of the judges in assisting in the disposition of the tremendous case-load of cases that comes before the court. One factor largely responsible for the expeditious handling of the business of the court is the very competent manner in which the master calendar is maintained by the secretary's office. This assures a sufficient number of cases ready for trial at very short notice to keep all departments of the court busy at all times. The master calendar is in excellent condition. The period of waiting from the time of filing a "memorandum-to-set" and the actual date of trial compares favorably with any large city in the United States. The attached balance sheet, dated October 31, shows the present condition of the master calendars of the Superior Court. Another responsibility with which the office

(Superior Court, continued)

of the secretary is charged is that of the selection of persons to serve on trial juries. Every effort is made to have the panels composed of truly representative cross-sections of the community, chosen strictly by lot, and the maze of clerical detail necessary to bring this about is very well handled.

Your committee made an extensive visit to the division of the Superior Court located at the Psychopathic Department of the San Francisco Hospital, and was extremely impressed with the patient and humane manner in which Judge Twain Michelsen presided and the understanding manner in which he disposes of the matters coming before him.

Municipal Court

In the early period of our term of office our attention was called to the glaring inadequacies in remuneration of various employees of both our Municipal and Superior courts. This in turn was brought to the attention of the grand jury as a whole, whereupon resolutions were adopted favoring the salary adjustments suggested and embodied in legislation subsequently adopted by the state legislature. In the Municipal Court, again, your committee was impressed with the speed and efficiency with which cases are handled under most difficult circumstances brought about by the lack of adequate space. Under the capable and understanding leadership of presiding judges Lenore Underwood and Raymond J. Arata, numerous changes in procedure in the Small Claims Court were brought to our attention, and resolutions concerning these are now before the grand jury as a whole for consideration. The grand jury has adopted a resolution recommending that the filing fees in Small Claims actions be increased from \$1.00 to \$3.00.

Adult Probation Department

Your committee has made visits to this department in its new quarters at 604 Montgomery Street, which were found to be entirely adequate, well appointed, and in excellent condition. This department, under the very capable guidance of Mr. John D. Kavanaugh, Chief Probation Officer, is doing a splendid job in carrying a case load considerably in excess of that which the staff available should be required to handle. For example, this office has sixteen probation officers, each carrying an average of 240 cases, whereas the national standard for this type of work is only 75 cases per officer. We therefore find that this department is in need of an additional five investigators, and we urgently recommend that this additional personnel be provided as quickly as possible. This is a matter involving not only the welfare of the individual offenders but also the safety and well-being of the entire

community, and sufficient personnel must be available in this department to insure complete coverage of every case.

In conclusion, this committee, after visits and consultations with the Adult Authority at San Quentin, the Psychopathic Department at the San Francisco Hospital, and the Adult Probation Department, finds that there is an extremely urgent need for some type of rehabilitation commission to coordinate the work being done to assist these unfortunate people and to eliminate the very large number of "repeaters", or repetitious offenders, in these categories. We recommend to the newly elected Mayor and to the Board of Supervisors that the necessary steps be taken to set up some such commission for the welfare and rehabilitation of these unfortunate citizens and, consequently, benefit to the entire community of the City and County of San Francisco.

EDWARD B. NEWCOMB, Chairman

THOMAS J. LENEHAN

ST. GEORGE HOLDEN, JR.

POLICE DEPARTMENT, CORONER, LIQUOR PERMITS

Police Department

General

The type and degree of police activity is determined to a large extent by the attitude of each community. The City of San Francisco has never required nor supported a "blue-nose" type of police policy. Within these limits we have enjoyed the benefits of the work of what is basically a good police department.

Your committee has had a rather unique experience this year in having worked with two Chiefs of Police, under whom a considerable difference in attitude in the department was observed.

During the first part of the year there were occasions on which there was an apparent lack of desire by the Police Department and/or the Police Commission to bring disciplinary action in several cases where questionable activity had been brought to the attention of the Grand Jury. It was observed that the tendency was for the superiors to "explain away" subordinate's faults and for the department to "close ranks" rather than discuss the particular problems realistically. In some cases conditions which should most certainly have been known to the department were cause for the origination of action from the Attorney General's and District Attorney's offices rather than from the Police Department.

Under the more recent leadership of Chief George Healy, both in his capacity as Acting Chief during the former Chief's unfortunate illness and more recently as Chief of Police, there has been a definite change in the atmosphere of the Police Department. This is evidenced by forthright and immediate disciplinary actions having been started in the department and, in some cases, completed before the public became aware of wrong doing by members of the department. Discussions between members of the committee and the administrators of the department have been open and there has been a complete willingness on the part of the police to discuss problems fully. It is our belief that the rank and file in the department have reacted favorably to what we consider to be a more positive leadership.

Current Improvements

Recently the department has inaugurated a Planning and Research unit which follows a modern trend in other areas, including Los Angeles, Seattle, Boston, New York, St. Louis, etc. This unit has undertaken the revision of the Crime Reporting System (unchanged since 1937) which should result in an accurate and complete record system to be operated on a 24-hour basis. The unit is also studying and revising

the existing "Orders" and "Rules and Regulations", the condition of which has been responsible, in part, for lack of coordination and control within the department. No major study nor consolidation of the "Orders" (issued at the rate of approximately three a week) nor the "Rules and Regulations" (574 currently) has been attempted since 1937. The Planning and Research unit, under the command of Deputy Chief John Engler, has now codified the "Orders" and "Rules and Regulations" and prepared a preliminary draft for review by the members of the department. The Police Commission will receive a completed draft for adoption early in 1956. Included in the new draft is a specific "spelling out" of the basic rules of discipline and the establishment of "Manuals of Procedure" for the primary operating units, which will clearly fix responsibility for performance of assignments and provide bases for supervision. This development of the new "Rules" and "Manuals" should have far-reaching effect in raising and maintaining morale. A rating system has been in use for some time and it still is progressing through its formative stage. In another year or so this system should prove valuable in increasing and maintaining the efficiency of the department.

Personnel

In working with members of the Police Department your committee has been convinced that the lack of sufficient civilian clerical personnel has hurt the over-all efficiency of the department. The FBI has just issued a summary report on the subject and, where the national average is 9.6% of civilian employees in Police Departments, San Francisco has a percentage of 6.54%. Incidentally, San Francisco is one of a group of cities of over 250,000 population which group has an average of 10.8%. Much has been said to support this low average on the basis that uniformed personnel, unable to perform other police duties, have been able to continue employment in these clerical capacities. The employment of additional civilian clerks would release only able-bodied uniformed men to active duty and, in addition, would permit the Police Department to perform public services that are common in other areas.

Police work has undergone considerable changes throughout the years and, with the development of new techniques, there is a requirement for higher skills and training in the department. Funds for a mobile laboratory and technicians to staff it were denied in the 1955-56 budget. The committee feels that this is an appropriate place for the expenditure of public funds in advancing technical training for the proper gathering of evidence and the development of trained personnel for specialized equipment.

Days off and vacations create a condition where sergeants are substituted for lieutenants in the various districts. This procedure robs supervisory personnel and can be



corrected only by creating more lieutenantancies or consolidating some of the districts. Your committee recommends that a thorough survey of the department be instituted to determine the feasibility of combining outer, quiet districts into fewer units and thereby releasing some supervisory personnel for area patrol. Increased use of radio patrol cars raises questions of number and placement of district stations. This plan, if practicable, would release lieutenants to relieve the conditions noted above. Supervision would be greatly improved. No positions would be abolished.

Lack of supervision of personnel and functions is in part due to the failure of the Civil Service Commission to anticipate requirements. During the past year, for example, the list of lieutenants was exhausted on January 1st. The Chief had warned the Civil Service several days before that this condition obtained. On August 1st another request was made along with the statement that there were four positions to be filled. The examination was then announced and will be held on December 3rd, which will make the eligible list available in January - a year too late. The existing condition requires personnel to accept responsibilities beyond their classifications. There are now six lieutenantancies vacant and being manned by lesser grades, temporarily.

The position of Police Criminologist has been vacated by retirement. It is proposed to fill this opening with a one-man examination on December 3, 1955, which is certainly contrary to the best interests of the city in its attempt to find the best qualified personnel for a highly skilled position. It is our opinion that in a peculiar situation, such as this, that the residence requirement, which is a throw back to ancient history, be waived when sufficient qualified candidates cannot be found in the city to take a competitive examination. This procedure is open to severe criticism and the criticism, in this case, is not to be implied as being directed at the man involved, who may well be the best man for the spot.

Accident Investigation

It has come to our attention, through the public press, that certain bad practices have been in use in the Accident Investigation Bureau, and that there is some concern that these abuses will be continued. Only five men were moved out of the bureau, two of whom have been specifically mentioned in disbarment proceedings against two attorneys. There are 60 or 70 men in the bureau. The supervising lieutenant has been retained in command. Suggested reforms, as published in the press, have not been adhered to in practice, and the criticism still stands, as of this writing, that interested parties are unable to acquire accurate and complete information unless some arrangement is made with one of the members of the bureau.



This committee believes that in attempting to better the conditions, as reported, that the rank and file personnel of the bureau be rotated at regular intervals, that in view of past practices, policies set by the supervisor be reviewed periodically by the Chief and/or Police Commission. Complete reports consisting of the standard form and all supplementary information, including diagrams, on all accidents be turned in by investigating officers as soon as physically possible. Those parts of the report that are permitted by law be made available to all interested parties at cost. Confidential portions of reports are to be placed in safe-keeping against any possible exploitation. No witness fees in excess of "legal fees" shall be allowed in payment to police personnel.

To facilitate rotation in the bureau consideration should be given to more complete training in accident prevention at the Police Academy.

Screening of Rookies

A plan has been approved by the Chief to require all recruits to attend in-service training classes at the Academy just prior to the completion of their year's probationary period. This course will be followed by an examination to determine each recruit's capabilities as a police officer. Those failing and those whose probationary records are not entirely satisfactory could be summarily dismissed without formal Police Commission action.

Police Headquarters

The Hall of Justice was one of the first public buildings completed in the reconstruction following 1906. Modern requirements were not and could not be anticipated. The police are operating out of this building under very adverse conditions. Bond issues have been turned down by the people. It is our wish that a new procedure be followed, namely, request sufficient funds in the 1956-57 budget to cover a complete survey and study of existing facilities and requirements for proper operation. These funds would be used to develop a final plan encompassing the District Attorney's offices, Police Academy, Juvenile division, Garages, Gymnasium, Library, Range, and many other facilities that are now scattered throughout the city. We would like to suggest that consideration be given to a plan for combining all of the functions into an altered Hall of Justice and an office-type structure located to the south. It is quite possible that if an efficient plan is worked out it will merit the confidence of the voters to a degree that a reasonable bond issue may be passed. City technicians would be used wherever possible and outside consultants brought in when necessary.

We appreciate the sincere cooperation of Chief George Healy and his staff, and especially Lieutenant Edward Comber and Director John T. Butler, in working with this committee.

Coroner

Your committee met with the coroner, Dr. Henry W. Turkel, early in the year to determine the status of the necessary rehabilitation work on the City Morgue, as reported by previous Grand Juries. We were informed that the Finance Committee of the Board of Supervisors had cut the requested amount of \$140,000 down to \$130,000 and that plan revisions were in process to see if it would be practical to do only part of the work at first and the balance later. At the time, the coroner explained that additional funds were being requested in the 1955-56 budget, and nothing final could be planned until the request was acted upon. This request for \$38,500 was made necessary by the above mentioned cut, plus increases in the estimate as the plans were developed. The additional funds were denied by the Board of Supervisors, and during the next several months a great deal of engineering time and money was spent in an attempt to arrive at a workable plan within the reduced budget.

Bids were received on November 16th (the following in round numbers): Low bid, \$133,000; funds had shrunk to \$112,000, \$18,000 having been spent to that date by the City on the project. The difference of \$21,000 plus \$7,500 for equipment, plus another \$10,000 estimated to cover contingencies, engineering, inspection and other City expenses through the completion of the project, added up to the deficiency figure of \$38,500. The Chief Administrative Officer approved an emergency request for said amount.

On November 21st, this committee addressed the Grand Jury as follows:

"Work on the morgue has been sorely needed for years and became a project for immediate attention in 1953. At the beginning of this year the rehabilitation work was scheduled and the funds either committed or requested. The Grand Jury was represented at the budget hearing in the Mayor's office, where sufficient funds were allowed. The Board of Supervisors denied the additional funds. Considerable money has been dissipated in extra engineering because of the lack of funds to do the entire job. Doing the work piecemeal will result in higher costs in the long run, and will cause further disruption of the morgue operation. Additional engineering will take even more money away from this very necessary construction, to pay for engineering that is so vitally needed on other very worthy projects. Your committee requests passage of the following resolution:

WHEREAS the shameful condition of the City morgue has been recognized for years, and
WHEREAS sufficient funds for complete rehabilitation were denied in the 1955-56 budget, and
WHEREAS very necessary items would be left in a disgraceful condition, therefore, be it



(Coroner, continued)

RESOLVED that the 1955 Grand Jury hereby urges that sufficient funds be made available immediately so that the rehabilitation of the morgue and related facilities may proceed efficiently and without further delay."

The resolution was passed and released to the press. Copies were sent to the Board of Supervisors. The emergency appropriation was passed by the Board and signed by the Mayor, and now, at long last, actual work will be started to complete the project in approximately three years from the time it was reported as being so necessary.

In reviewing the 1953-54 budget, it was noted that the coroner requested a car for his official use, and an allowance for gasoline. The Finance Committee denied the car but approved the gas for its use. In the 1954-55 budget, the car was allowed, but the gas to run it was denied. Funds for publishing a booklet of "Rules and Regulations" of the Coroner's office were denied in the 1955-56 budget, but \$50.00 mailing allowance for same was approved. This is not intended to be petty criticism of the actions, but rather, in connection with the before-mentioned \$38,500, to illustrate the point that more care and time for intelligent study should be used in handling the budget.

It is our opinion that department heads should be advised of all requests that are to be denied or reduced, so that explanations of the results of such actions may be made. If the volume of work has increased, through growth of the City and its functions, so that the job cannot be thoroughly done without help, we suggest that personnel be borrowed from other departments for a short time or other arrangements made so that the Finance Committee can have some competent assistance in producing a more business-like budget.

In the matter of the booklet noted above, the Coroner was so impressed with the necessity of its publication that he solicited funds for part of the cost and made up the difference from his own pocket. The Mayor and Chief Administrative Officer had commended the Coroner for his work and had approved the funds for publication. We believe this publication should be City supported and that the private money be repaid. Incidentally, the "Rules" were so well received by doctors, morticians, police and hospitals, that more must be printed if interested parties are to be supplied. This committee urges that consideration be shown the Coroner in this regard.

The coroner is a civil service employee, who started at a salary of \$650.00, with the understanding that he would be allowed to do some outside work not in conflict with his position. Dr. Turkel now receives \$1,000.00 per month, after having been denied the right to outside employment. He is satisfied to continue the present arrangement and hopes that



his pay will be increased to be more in line with the average income of his profession and with other positions requiring comparable responsibilities and professional ability.

Liquor Permits

Your committee believes that this title is a throw-back to a temporary period following prohibition, and as it is no longer a function of City government, should have been removed years ago. We suggest that the Clerk of the Superior Court investigate this matter.

RAPHAEL SAMPSON, Chairman

WILLIAM S. HOGAN

ELMER F. SKINNER



PUBLIC WORKS

Several visits and inspections were made of the office and facilities of the Department of Public Works.

The Director of Public Works, Mr. Sherman P. Duckel, has on all occasions promptly answered any and all inquiries made by the Public Works Committee of the Grand Jury.

The only implied criticism of the Public Works Department that came to our attention had to do with the alleged failure of the Department to assess penalties against contractors because of their failure at times to complete certain of their contracts within specified time limits. The Grand Jury is convinced that at all times penalties have been assessed against contractors when justified and that extensions of the time limits specified under their contracts have been granted only when justified and then only with the full approval of those in charge of the Department for which the construction was being performed.

It is felt by the Committee that the Department is being conducted in as proper and efficient a manner as is possible under the financial restrictions imposed by an economy minded city government administration. It is the opinion of the Committee that greater attention should be paid by the Board of Supervisors and the Mayor toward the accomplishment of sound business moves in the sale of certain city owned real properties and acquisition of other real properties in order to allow for the more efficient operation of this Department rather than the last minute deletion of many of the needed appropriations without proper consideration having been given to the business aspects of the budget requests.

For example: THE MAINTENANCE YARD expansion
request of \$150,000.00 (1955-
1956 Budget)

PURPOSE in part:

The elimination of the yard at 15th and Harrison Streets and consolidation of those facilities at the Maintenance Yard at Army and Kansas Streets. This would save the expense of trips of about four miles between the two locations, also return the Harrison Street property to the tax roles through its sale for approximately \$30,000.00. Gas tax funds would have been allocated for that proportion of the reconstruction of the Maintenance Yard expansion cost that had to do with street repair. It was estimated that this allocation would have been approximately \$75,000.00.

FINAL ACTION:

Appropriation request denied by the



(Public Works, continued)

Board of Supervisors even though the net expenditure by the City and County would have been \$40,000.

It is suggested by this Committee that appropriate consideration be given to this need by the Board of Supervisors and the Mayor in the 1956-1957 Budget.

Consolidation of Yards - Locations

It is also suggested by this Committee that careful consideration be given at this time to the need for expansion of the Public Works Maintenance Yard at Army and Kansas Streets by the purchase out of presently available land funds of 61,500 square feet of land which adjoins the Maintenance Yard. If this property is not acquired at this time it is probable that it will be acquired by private interests, thus causing future expansion to be made at other locations with a resulting loss of efficiency. *

The old asphalt plant site at Florida and Treat Streets has an area of approximately 60,000 square feet, and when the sale of this property is consummated the land fund should be replenished by an amount which will, in all probability, equal the cost of the above mentioned Army and Kansas Streets property.

Summary of Activities Report

A copy of the statistical "Summary of Activities" report for the fiscal year 1954-1955 which was recently transmitted to the Mayor was received by the Committee on Public Works. This fine report indicates the scope of activities and the enormity of the tasks and accomplishments of all the bureaus of the Department of Public Works in this "Big Business" of the maintenance and construction sections of our City government. Of these activities and accomplishments the people of San Francisco can be justly proud.

No great purpose will be served by recapitulating further details of these activities, as they are on file and available at the office of the Department of Public Works, and will undoubtedly be included in the final printed ANNUAL REPORT of the DEPARTMENT OF PUBLIC WORKS.

Inspection of Facilities

All inspection tours of the Public Works facilities were unannounced and were conducted by department heads who

* This Committee notes, with great satisfaction, that since the writing of this report, the above suggestion of the Committee has been approved by the Board of Supervisors.



(Public Works, continued)

were found to be in charge at the time of the visit. All of the locations and facilities were found to be orderly and clean, the men were found to be working diligently at their tasks and were found to be most courteous and cooperative. We feel that the personnel in general are quite interested in their work and their careers with the City and County of San Francisco.

Architect-Engineer Survey Team

The working section of the recently formed architect-engineer survey team was visited. It is with great pleasure that we report that excellent progress is being made on the voluminous plans that are necessary in cataloging the maintenance needs of all of the public buildings in the charge of the Public Works Department. These surveys will finally result in great savings to the taxpayers of San Francisco through better directed maintenance of these buildings.

Such a "run-down" condition of buildings and facilities as has occurred in our Morgue, for example, should not in the future escape attention because the condition of each public building will be recorded in the survey plan of that building together with its full history.

Safety Program

The Committee deems noteworthy the work of Mr. J. T. Hester, Department Director of Safety, and of the Safety Committees of the Bureau of Architecture, Building Inspection, Building Repair, Engineering, Sewer Repair, Street Cleaning and Street Repair in their continuing work in conducting monthly safety meetings.

Since the inauguration of the Safety Program in 1952 at the suggestion of Mr. T. A. Brooks, Chief Administrative Officer, substantial savings have been made in the dollar costs to the City due to the reduction of man days lost.

A reduction of 11% has been made in the total number of lost time accidents. The Director feels that the 40% saving of dollar cost for lost time is due mainly to the increase in safety consciousness of the personnel in obtaining early treatment of each injury no matter how minor it may seem to be.

Loss of Engineers

Mr. Duckel informs us that an alarming situation is developing in the Department because of loss of engineer employments to private industry where the pay is higher and the chance of advancement is greater. He reports that twenty-five men in various classifications have left the City

service in the past three years.

In past years 20 to 30 applicants usually took the entrance grade examinations for engineering positions. For the last examination to be given only one examinee showed up to take the examination. Under Civil Service law an examination cannot be given to less than two examinees, therefore the examination could not be given even to the sole examinee who wanted to take it.

It is suggested that as a remedy a Junior Employment Technique be instituted under which plan the Public Works Department could, in cooperation with the Civil Service Commission:

- A. Hire engineering students at the end of their second year of schooling to work three months during Summer vacation on a training program. The students then to be given leaves of absence to return to school (9 months leave) thus building tenure and salary and establishing a continuous replacement flow of personnel.
- B. Establish a Recruiting Committee to regularly visit accredited engineering schools to recruit students in the suggested training program.
- C. The Public Works Department should be provided with funds to defray the cost of training courses to be regularly taken by employees (engineers) and should attempt at all times to have young engineers work with people who have ability to instruct and to train new engineers in order to better attract and to keep new men and to assist them toward advancement and promotion in their chosen profession.
- D. Civil Service examination requirements should be reduced to a point commensurate with the starting pay and then a specific advancement program should be outlined for the young men in the engineering classification according to and depending upon tenure and ability. This program should be developed by the Director of Public Works, who is the man most able to make a determination of engineering ability.
- E. And lastly, even though it has been the



aim of the 1955 Grand Jury to avoid, if possible, the recommendation of higher pay scales, it seems in the case of needed engineers that consideration should be given to possibly raising certain brackets of pay scales to meet the competition of private industry.

It is recommended by this Committee that private engineering firms be employed wherever possible to meet this emergency, in order to get ready for bid and construction the many projects for which Bond and Gas Tax funds have been provided but which remain unspent because of the lag in the preparation of engineering and architectural plans.

Log Cabin Ranch School for Boys

The master plan for this much needed new construction work is now completed and advertisement for bids for the building contract for the recreation hall section of this project are scheduled for publishing in the first week of December and the Grand Jury is informed by Mr. Duckel that work on this important project will probably begin in January of 1956.

Sidewalk Accidents and Claims

As of June 30, 1955, there were 530 claims pending against the Department of Public Works for personal injury and property damage resulting from accidents on sidewalks and streets or involving equipment and structures under jurisdiction of the Department.

The aggregate sum of these 530 pending claims was \$6,770,000. Approximately 60% of these claims are the result of accidents involving faulty sidewalks.

We are informed that 60% of the time of five deputy city attorneys is constantly spent in processing the claims of people who have allegedly suffered injuries due to faulty sidewalks.

The Bureau of Engineering has under its direct control one full time and one part time man whose work is to inspect and file notices of faulty sidewalks. During the fiscal year 1954-1955 there were 5,756 such notices filed. This crew is able to inspect the downtown and shopping area sidewalks once each year, but are not able to inspect the sidewalks of outlying and residential areas more often than once each ten years. This is, of course, due to the fact that there are approximately 1600 miles of sidewalks within the City limits of San Francisco.

(Public Works, Continued)

During a conference with Chief of Police, George Healy, on Tuesday, November 15, 1955, mention was made to him of the lack of sufficient personnel to effectively inspect and file notices of defects in sidewalks. The Chief was asked if the police patrolmen, during their rounds, could not assist in this inspection work. The Chief directed our attention to Rule 219 in the book of RULES AND REGULATIONS of the POLICE DEPARTMENT. This rule states in part "A Patrolman shall observe the condition of the public streets and sidewalks on his beat and report any defect or obstruction thereon which is not possible for him to remove or remedy at once."

Chief Healy agreed to issue a general notification of the Police Department of the requirements of patrolmen under the above mentioned rule, and under his GENERAL ORDER NO. 74, of Tuesday, November 15, 1955, the attention of all police personnel was directed to this rule.

It is hoped that cooperation of the Police Department with the Department of Public Works in this regard will be of assistance.

Under the present laws of the State of California, the City and County of San Francisco is primarily legally responsible for all accident claims resulting from faulty sidewalks.

It is suggested that the sidewalk inspection crew be augmented by the addition of at least one man. Also, it is felt by this Committee that legislation should be instituted to place upon each and every property owner responsibility for any accidents which may be caused because of his negligence in failing to keep his sidewalks in a proper state of repair.

The 1955 Grand Jury commends the Director, Sherman P. Duckel, and his Staff for a successful year of accomplishment and a job well done.

ELMER F. SKINNER, Chairman

JOHN V. HEFFERNAN

ALBERT E. CONLON

PUBLIC UTILITIES

This Committee has, during the year, met with Mr. Turner, Manager of Public Utilities, and the various sub-managers and administrators of the individual public utilities projects.

The need for more adequate office space and facilities to handle increased operations is apparent (as it seems to be in most City departments). A portion of the utilities drafting work is now done in a separate office in the Navy Building in the Civic Center and at an office in Millbrae.

Mr. Turner has stated that he himself does not have any outside employment, and to the best of his knowledge none of the employees on the higher levels have any outside employment. It is recognized, however, in the rank and file that some of the Municipal Railway and other project personnel possibly supplement their income with jobs in their off-time.

The Committee reviewed the budget data of the Public Utilities wherein requirements were set up by the Commission for the International Airport, Municipal Railway, Water Department, Utilities Engineering Bureau, Hetch Hetchy Project, Bureau of Light, Heat and Power, and its own General Office. We are of the opinion that it was presented in good order, but do not feel that we are qualified to express an opinion on the merits of the individual items. We do feel and recommend to future budget committees that they, with their knowledge of requirements and with the data presented by the Commission in support of future budgets, should make every effort to give them the proper tools to work with. It is noted that all of the enterprises of the Public Utilities Commission are operating at a profit, with the exception of the Municipal Railway.

The Municipal Railway continues to operate at a loss, but it can be stated that the losses have been much lower than the budget predictions of the officials. Savings have been effected by the use of one-man street cars and other economies. The Committee agrees that all utilities should be operated at a profit, but realizes the necessity of maintaining adequate public transit facilities, absorbing losses through a tax subsidy.

The San Francisco International Airport continues to operate on a profitable basis, and reports from the Supervisor of Utility Audits indicate that concessions are operating on a profitable basis and that the City is realizing income from all of them.

The traffic at the airport has increased beyond original expectations, and additional airlines have sought permission to use the facility.



Plans are under way for the establishing of a union depot which should eliminate the inconvenience to the public in getting to and from the airport. The building of a hotel on city property at the airport has been recommended as a further convenience to the public and a source of additional revenue to the city, the thought being that private capital build on a lease right from the city at a substantial rental. Currently lease terms are being studied for submission of bids.

In the Committee's inspection of the Water Department, which was made in conjunction with the Grand Jury trip to Hetch Hetchy, the Department's properties at Millbrae and Sunol were visited, and an inspection seemed to indicate that operations at these locations were being administered efficiently. We also inspected the Moccasin Powerhouse and appurtenances at Moccasin, which operation also appeared efficient. It was explained that all safety precautions are taken at this installation.

Inadequacy of space was noted in the operation of the Water Department in its main office at Mason Street, and at its yard at Bryant Street. The heads of the department state much more space is needed, both in the office and for the yard.

Planning ahead on the Hetch Hetchy and Cherry Valley projects, which was recommended by the Committee to the Jury as a whole, appears successful. In connection with Hetch Hetchy, ten members of the Grand Jury inspected the water supply system and became convinced of the need for the extension of the water and power supply system. During the month of October the Cherry Valley Dam was completed; the Cherry Valley Reservoir will have a capacity of 89,500,000,000 gallons. In addition to the capacity of the Cherry Reservoir, Hetch Hetchy Reservoir has a capacity of 117,300,000,000 gallons. The completion of this Dam made it essential that the proposed two power plants, one on the Cherry River and one on the Tuolumne River, be erected. As pointed out by the Public Utilities Commission, an additional reason for the construction of these two plants was that there was a threat posed against the further development of the Hetch Hetchy Project by the Tuolumne County Water District No. 2. The building of the two power plants should eliminate one of the contentions of the Tuolumne District that the City was not utilizing the power facilities to which it was entitled to their full extent, and they should be turned over to someone else.

A proposition for the issuance of \$54,000,000 bonds for the construction of the Cherry Valley and Early Intake #2 power plants was placed before the electorate on the November ballot, and was adopted by a heavy vote. The proposition was recommended by all civic organizations and San Francisco officials, and also had the recommendation of the Grand Jury as a



whole. Your Committee is of the opinion that the passage of this bond issue sets up the extension program on water and power so that for many years in the future these items will not be a worrumsome tribulation, but a source of revenue to the City, with assurance of an adequate supply of water into the far future.

The Committee, from its observations and from reports and audits received, feels that the Public Utilities Office is under close scrutiny and audit, as is any large business institution. The reports and audits by the Supervisor of Utility Audits contain recommendations and exceptions, which are approved by the Controller. Such recommendations are put into effect by the Utilities Department and corrections made to handle the exceptions.

In all, we feel that the Public Utilities are run in an efficient manner, and we do not hesitate to compliment the Commission and the Public Utilities Manager for the business-like way in which their office and operations are conducted. Your Committee wishes to extend to the Manager of Utilities and the various sub-managers and directors of operations its appreciation for the courteous treatment received and for the information readily submitted by them in response to inquiries.

Since the writing of the above final report of the Grand Jury's Committee on Public Utilities, a controversy has apparently arisen over the method of awarding concession contracts by the Public Utilities Commission. This matter is now pending in the courts for a final decision. At the present time the U-Drive concessions are negotiated direct with the concessionaires by a department of the Public Utilities Commission. The Public Utilities Commission proposed to accept a bid of \$36,000 a year or 15% of the gross from each of two "drive yourself" outfits, this on a five-year basis, replacing their old contracts which expire in June, 1956, excluding all other U-Drive companies from doing business at the airport.

A third company complained to the Board of Supervisors that it was "frozen out" of the deal, and the Board went on record unanimously as favoring a charter amendment that would limit the Public Utilities Commission's control over airport concession contracts. The resolution voiced opposition to awarding any concession contracts without public bidding.

This being the first instance of this type brought to your Committee's attention, and due to lack of time to study the situation, we cannot express our opinion on the merits of this matter one way or another.

ROBERT S. McKNIGHT, Chairman
HUBERT J. SOHER
WILLIAM H. SHEA

TRAFFIC AND THE PARKING AUTHORITY

Your Committee on Traffic and the Parking Authority respectfully submits hereunder its report for the year:

Traffic

One of the foremost problems now confronting the community, and one that commands the attention and serious consideration of public authorities and civic leaders alike, is that of traffic. The tremendous influx of people into California, and particularly to this area, in recent years has brought about conditions which have completely altered the mode of activities in the whole Bay Area. The resultant congested condition of traffic, as well as the question of the availability of sufficient parking facilities, has a very definite influence on decisions as to whether new enterprises will be established within our city or will go elsewhere; as a matter of fact, the traffic and parking situation has been responsible in large measure for the removal of some businesses to out-of-town locations. The continuing development into large-scale home tracts of what have been, until very recently, strictly rural areas adjacent to San Francisco has changed the traffic and transportation picture to a degree unthought of a few years ago. Automobiles are travelling to and from the east bay, the peninsula, and Marin in daily increasing numbers. For example, when the plans were drafted for the San Francisco-Oakland Bay Bridge, it was estimated that 70,000 autos would use the bridge daily. At the present time between 90,000 and 110,000 cars cross that structure in a day. Traffic counts reveal that approximately 170,000 vehicles travel in and out of San Francisco every day.

These conditions pose a problem of major importance to our Police Department in its attempt to keep traffic flowing at an even pace throughout the City. This committee is satisfied that the Department is exerting every effort to accomplish this end. The Traffic Department is constantly on the alert to take advantage of the latest innovations and methods of handling traffic. For example, two officers from the Engineering department have been sent to the street traffic signal factory to study the latest methods of setting and synchronizing consecutive intersection signals; neon signs have been installed on the freeways to divert all traffic in the event of a blockade caused by an accident; two fully equipped radio cars, with the latest safety belts, electronic equipment and loud speakers are assigned for constant patrol duty on the freeways.

One very important section of the Department's traffic activities is under the jurisdiction of the Traffic Survey Division of the Traffic Bureau. This committee had the opportunity of studying the work of this office and of learning of the many functions connected with its work. This division is charged with the responsibility of keeping in touch with day-to-day requirements, and the multitude of

(Traffic, continued)

details connected therewith is being handled in a very efficient manner under the direction of Captain Ralph E. Olstad and the supervision of Captain Otto Meyer, Director of the Traffic Department. This division makes constant surveys of the immediate needs of neighborhoods and individual locations with regard to street parking restrictions and the establishment of limited parking zones. Before new parking meter areas are created or existing ones are extended, this bureau makes its surveys and recommendations. In conjunction with the California State Automobile Association it sees to the erection or relocation of the directional signs so important to the safety of our citizens and the convenience of the traveling public. A true appreciation of the value of the work of this branch of our Police Department points up the necessity for keeping this division at maximum operating efficiency.

The handling of moving traffic is, of course, a source of constant concern to the Police Traffic Department, and the need for more personnel is increasingly felt. Twenty additional full-time officers are needed for this work, and in addition at least twenty more should be assigned from the various stations to serve as directing officers where most needed during peak traffic hours. The facilities and quarters assigned for the use of the all-important Traffic Department and the Traffic Bureau are totally inadequate, and in the opinion of this committee tend to diminish the efficiency of operations. A central garage should be provided to house all the cars used by the Traffic department, and separate adequate, modern office quarters should be made available.

The fact that many business concerns, and especially retail stores, do not observe all holidays has led to much confusion in attempting to enforce the "No Parking" restrictions. It is the recommendation of this committee that the ordinance setting forth the "No Parking" restrictions be amended to provide that the exception shall apply to Sundays, only - not to "Sundays and Holidays", and that street signs be changed to conform.

This committee wishes to express its appreciation to Captain Otto Meyer, Captain Ralph E. Olstad, the the members of the Traffic Department staff for their courtesy and cooperation.

Parking Authority

One of the most pressing problems incident to the traffic and transportation situation in our City is the matter of off-street parking. In order to assist communities throughout the state which are harassed by this problem, the state legislature passed, and the Governor approved, the "Parking Law of 1949" providing for the establishment of local parking authorities, and setting forth the various statutes which form



(Parking Authority, continued)

the bases for their operation. San Francisco has availed itself of the benefits of this legislation and has its Parking Authority, under the very able leadership of Mr. Randolph Hale, chairman. The Authority is to be complimented in having selected so competent a man as Mr. Vining Fisher to carry out its dictates.

The Authority has adopted, and is operating under, a very well-thought out and comprehensive "Four-Point" program. This can be briefly outlined as follows:

1. Stimulation of private enterprise to finance, construct and operate the required off-street parking facilities. In the event these results are inadequate, the Authority undertakes to
2. Cooperate with private enterprise in securing sites for garage construction. Under this step the Authority purchases the sites and enters into agreements with private parties for construction and operation of garages thereon. If results should still prove inadequate, the Authority would then recommend
3. Financing and construction of garages, including site acquisition, by the Authority itself. Private parties would then be invited to submit bids for operation of the completed project, under restrictions and regulations of the Authority and the Board of Supervisors. In the event satisfactory bids were not forthcoming, the Authority would
4. Operate the completed facilities itself.

In the opinion of this committee the parking program has been well formulated, and the public interest is amply safeguarded through the requirements of the state statutes and the pertinent ordinances adopted by the Board of Supervisors.

The Parking Authority has been in operation for the past five and one-half years, and under their program 4,478 parking stalls have been provided to date and 3,349 are in the course of development. The completed accommodations are making a very worthwhile contribution toward the alleviation of congested traffic conditions, and as others are put into operation they, too, will prove their worth to the whole community. These 7,827 stalls have been primarily privately financed; thus, due to the willingness of private enterprise to assume the major portion of the burden, this has been accomplished without the expenditure of a great amount of public funds. This seems to us to be a good demonstration of the efficacy of the program, especially in view of the fact that the public is still able to enjoy the benefit of over-all regulation and rate control by the Board of Supervisors and the Authority.



(Parking Authority, continued)

We believe the Authority is doing a splendid job and deserves the wholehearted support of the voters of San Francisco in approving the funds necessary to attain the ends for which the Authority was created. The Authority should also enjoy the unstinted cooperation of the Mayor, the Board of Supervisors, and all other officials concerned with its purposes.

We have noted that the funds provided under the \$5,000,000 1947 bond issue can be used only for facilities in the downtown area. Inasmuch as the conditions with which the program is concerned are practically city-wide in scope, this committee recommends that any funds secured for this purpose in the future from any source be made available for any and all district parking needs.

We also recommend that the benefits of the city and county retirement and health service systems be extended to include all the employees of the Parking Authority.

EDWARD B. NEWCOMB, Chairman

ELMER F. SKINNER

WILLIAM H. SHEA



ASSESSOR, TAX COLLECTOR, SALES TAX

Assessor

The first meeting of the Assessor's Committee of the 1955 Grand Jury was held on Monday, March 7, 1955, at 2 P.M. in the office of Assessor Russell Wolden at the City Hall. Present from the Jury were Foreman Davis and members Conlon, Heffernan and Lenehan; from the Assessor's Office were present, Assessor Wolden, Leavitt, King, Reed and Luft.

The second meeting was held on Wednesday, May 4, 1955, at 3:45 P.M. in the Assessor's office. Present were Wolden, Reed and Luft, and from the Jury were Conlon, Heffernan and Lenehan.

In a letter to Foreman Wm. H. H. Davis, under date of April 12, 1955, Mr. Wolden stated, and we quote: "I will be pleased to discuss the entire assessment problem with yourself and other members of the Grand Jury at any time convenient to you." The Committee, recognizing the complexities of property assessments, recommended to the Jury that Mr. Wolden and his principal assistants be invited to appear before the Grand Jury as a whole to give detailed information regarding the operation of the Assessor's office as to the methods of appraising, the formula used, and the apparent low appraisal in relation to the reported sales price of several downtown properties which had been recently sold.

The first meeting of the Grand Jury with Mr. Wolden and his principal assistants was held on June 14, 1955. The discussions were confined mainly to the appraisement of buildings and improvements. Herman Luft, Chief of that Division, made the presentation and explained the methods used in arriving at assessed value of buildings and improvements.

The second meeting of the Grand Jury with Mr. Wolden and his principal assistants was held on July 21, 1955. This discussion was confined mainly to the appraisement of land. Wm. Reed, Chief of that Division, with the use of various charts and maps, made the presentation showing the methods used in arriving at the assessed value of land.

The third meeting of the Grand Jury with Mr. Wolden and his principal assistants was held on August 2nd, 1955. At this meeting the subjects discussed were: 1. - Personal Property, as presented by Don Brayton; and, 2. - Veterans' Exemptions, as presented by Don Michalske, the Chiefs of these respective Divisions.

During the course of the above meetings several members of the Jury compiled material and statistics, together with photographs of a number of buildings as examples of comparative appraising, for use in these discussions.



After many hours devoted to the questioning of Mr. Wolden and his technical assistants, the Committee desires to make the following observations, which it feels represents the consensus of the Grand Jury:

1. The Land Division follows a formula based on a rating system, which, in our opinion, results in an equitable pattern of assessed value to true market value.

2. The Building Division, in the Committee's opinion, has not applied a uniform formula in its approach toward establishing proper building valuations, and no such formula appears to be in existence. The Committee recommends that a uniform formula be adopted for the assessment of buildings and improvements.

3. Personal Property Assessments. A stepped-up program for conducting annual business audits is desirable, although the Committee recognizes that here, as in all of his departments, the Assessor has been handicapped by insufficient personnel. The Personal Property division completes a city-wide audit of business firms once every five years. In the opinion of the Committee this audit should be completed once in every three years.

4. Veterans' Exemptions. Under statutory law, war veterans are granted an exemption of \$1,000 providing their property does not exceed \$5,000 in value. Approximately 32,000 veterans' exemptions were granted last year, and it is the Committee's belief that many of these claims should have been disallowed. The Committee acknowledges, however, that the Assessor's office is not staffed with the force necessary to conduct a thorough investigation into the estimation of property value reported by veterans in making applications for exemptions. It was significant, however, that approximately 2,000 veterans were denied exemptions when it was clearly determined that they owned property valued in excess of the \$5,000 limitation. The Committee recommends that a more thorough investigation be conducted on all claims for exemption.

Because of information received, in addition to the lengthy and detailed study of the operations of the Assessor's office, the Grand Jury also made a study into the private practice of the Law as engaged in by the Assessor - a privilege not expressly prohibited by either State Law or City Charter.

In a report issued on October 11, 1955, the Grand Jury recommended that the Board of Supervisors initiate the necessary steps to place a charter amendment on the ballot which would have as its objective: 1. - The Assessor should be required to devote full time to his official duties; and, 2. - The Assessor and all non-civil service employees of that office should be prohibited from outside professional and business activities.

(Assessor, continued)

The Committee wishes to commend the Assessor and his Staff for the work program carried on by his office resulting in the completion of a 1955-56 assessment roll which totaled \$1,847,101,639 - an increase of \$76,515,701 in assessed value over the previous year's Roll.

ALBERT EDWARD CONLON, Chairman

JOHN V. HEFFERNAN

THOMAS J. LENEHAN



HEALTH DEPARTMENT, HOSPITALS, LAGUNA HONDA HOME, HASSLER
HEALTH FARM

Health Department:

It is the opinion of the Committee that the Department of Health is performing its functions creditably and effectively. Dr. Ellis Sox, the Director, is experienced and capable. He deserves the commendation of the Committee for his tireless efforts on behalf of the people of San Francisco.

The Committee is of the opinion that the Department of Health, serving as it does one of the most important functions of our City and County government, should have greater status and independence than it has under existing Charter provisions. Presently, the Director of Health serves at the pleasure of the Chief Administrative Officer without tenure either by appointment for a term of years or with Civil Service status. Further, there is no Board of Health in San Francisco with the responsibility to set policy on matters of Public Health.

It is the recommendation of the Committee, therefore, that there is need for a Charter Amendment to accomplish two purposes:

- (1) Creation of a Board of Health to serve staggered six year terms. The duties of the Board to include determination of policy in the field of Public Health for the City and County.
- (2) Provision for appointment of the Director of Health by the Board of Health, either for a specified term of years, or with some other adequate provision for tenure and security. The Director of Health to be the principal administrative officer of the Department of Health, subject to the policies established by the Board of Health.

GEORGE L. LEVISON, Chairman

RAPHAEL SAMPSON

SAMUEL H. HANSEN



EDUCATION, SCHOOLS, LIBRARIES

Schools

Your Committee on Education, Schools and Libraries is pleased to present this report on the Education and School phase of its year of study.

Members of the Committee have had numerous visits with the past and present Superintendents of Schools, administrative officials, and have frequently visited various schools and attended meetings of the Board of Education.

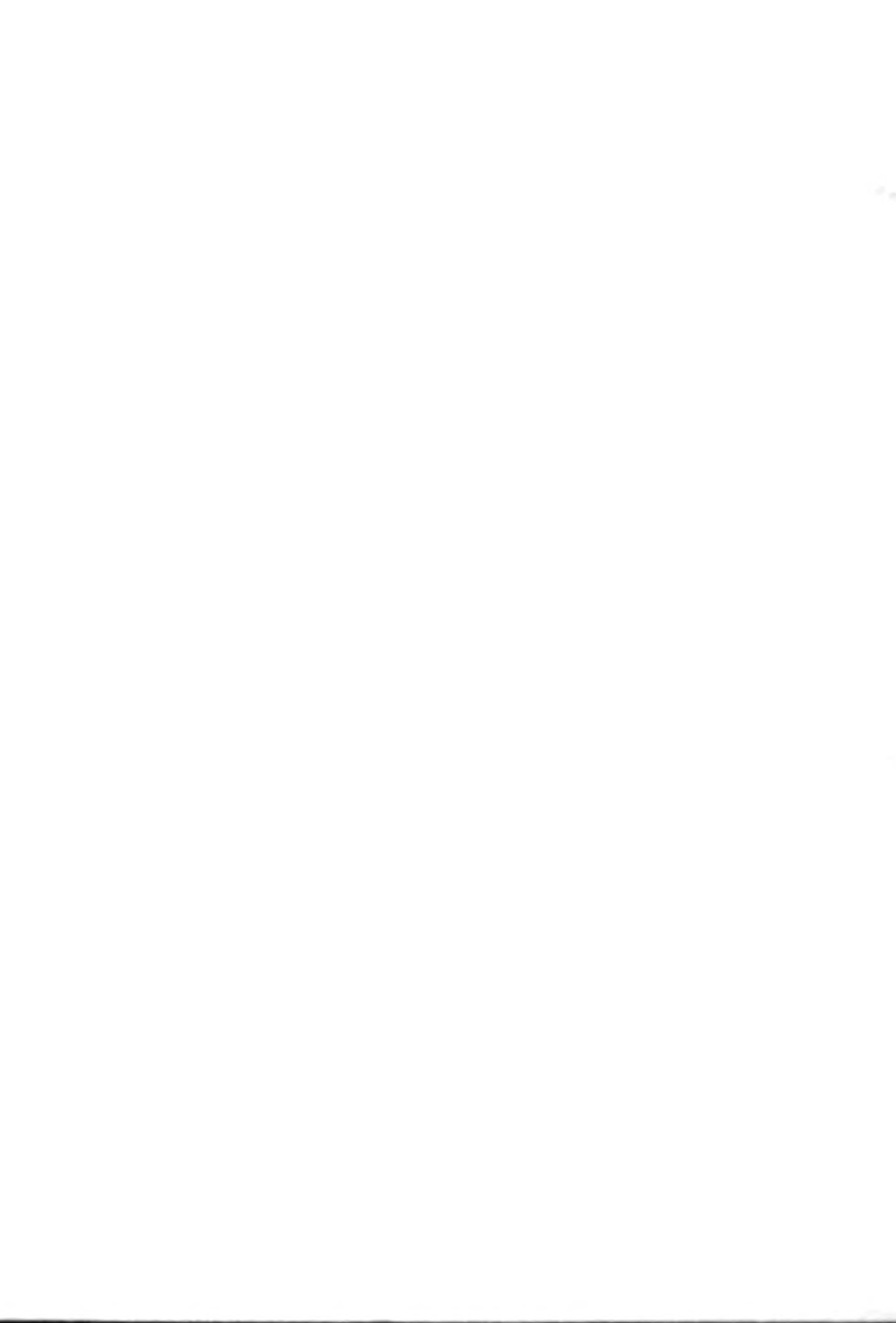
Each week during the year, members of the Committee have received voluminous copies of information presented by the staff to the Board; we have also read minutes of the meetings of the preceding session of the Board of Education.

It would be frivolous and meaningless to attempt to evaluate the professional aspect of education, as no member of this Committee is qualified by experience to do so. Suffice it to say that numerous queries have been made of university and college officials in this state and educators elsewhere. The general impression prevails that the San Francisco Unified School District is regarded as outstanding in its field of education in the nation.

Much of the credit for the elevation of the educational attainments and prestige of the San Francisco Unified School District during the past decade can be attributed to the leadership of former Superintendent of Schools, Dr. Herbert C. Clish, and to an exceptionally able and forthright Board of Education. Having resigned his position during the year, Dr. Clish turned over the School Department to his successor, Dr. Harold Spears, in a most satisfactory condition.

The Committee has spent considerable time with Dr. Spears, and is of the opinion that the new Superintendent will continue to conduct the administration of the School District in a superior manner. Dr. Spears is a highly capable, well trained and serious-minded educator-administrator who has already started to correct points of weakness that characteristically exist in smooth running organizations.

Under the previous administration, Dr. Clish had contemplated recommending a huge bond issue to complete a planned program for the erection of additional elementary,



junior high and high schools upon land already acquired. This was to have been submitted to the voters last November.

While the administrative group of the local school department is of the general consensus of opinion that more buildings will soon be needed to house the school population, Superintendent Spears correctly postponed the matter for another year to enable his office to study growth trends and specific needs.

School population in San Francisco is growing more slowly than in adjoining counties; it increased 3% last year compared with 11% and 12% respectively in Marin and San Mateo counties. Recognizing these developments, Dr. Spears is undertaking a survey to include:

(1) Studies of school population trends in relationship to the overall population trends in San Francisco.

(2) Studies of the condition of buildings and grounds, their safety and modernization costs.

(3) Studies of current utilization of all school buildings and possible maximum utilization.

Rather than spend money to employ experts to prepare this survey, the administrative staff is conducting this study. It is working closely with other community agencies such as the Housing Authority, the San Francisco Chamber of Commerce, the Planning Commission and the Redevelopment Agency.

Dr. Spears has indicated a desire to use present plant up to capacity in so far as practical; to keep school property in satisfactory condition; to house all school pupils adequately; to provide only essential additional buildings.

In the interest of efficiency and economy, he suggests extending present buildings where possible, rather than to increase the total number of school sites. To utilize its present plant to best advantage, the school department is transporting some children by bus from one neighborhood short of rooms to another where extra rooms are available. As a temporary expediency, this has been working satisfactorily.

Members of the Grand Jury were shocked by the complete lack of outside yard and recreational facilities for many of its older and even some of its newer schools.

One such example is that of the Roosevelt Junior High School. The buildings of this school are modern and

(Schools - continued)

adequate to care for the approximately 1,200 students who attend. Yard facilities are insufficient to care for more than one-quarter of these students; because of crowded conditions, no athletic activities are possible.

This is more the rule than the exception among older schools; adjacent property should be purchased for recreational facilities at these schools before huge sums are expended for massive auditoriums and elaborate cafeterias in contemplated new projects.

The philosophy of Dr. Spears and his staff in this respect is commendable. If the school Board recommends a bond issue next November, and if its administrators follow their present sound and business-like concepts in operating and developing the school plant, such an issue should win the support of an economy-minded electorate.

We note with much satisfaction that in view of the general shortage of teachers existing throughout the nation that San Francisco is in the unique position of having an adequate supply of fully trained teachers holding standard credentials.

Among all counties in California, San Francisco ranks first in qualified teachers. In 1955, only two of its 3,000 elementary and secondary school teachers did not have the highest standard credentials.

This excellent record reflects good working conditions and high morale, as well as concentrated effort on the part of school officials to recruit applicants for local teaching positions. Teachers are required to participate in in-training programs, in keeping with a definite plan of continuous growth on the job.

It is essential to our free enterprise system that our teaching profession be paid salaries sufficient to attract the most capable amongst our education-minded students. It is they who must prepare others for this engineering-era of mass production; this industrial period of scientific achievements and in the modern skills and techniques of business and professional careers. Teachers must not be faced with the reality that in private employment he or she can profit more.

Our board of education in San Francisco have maintained better than average salary schedules and these progressive policies should be continued. We would particularly recommend that the salary schedules of the City College of San Francisco be reviewed in order that teaching positions be maintained as to compensation in relation to those at neighboring Contra Costa and San Mateo Junior Colleges, San Francisco State College and the University of California.

(Schools - continued)

Salaries at San Francisco City College range from \$4,765.00 to a maximum of \$7,705.00. This compares with a range of from \$4,400.00 to \$8,380.00 at Contra Costa Junior College; from \$4,205.00 to \$8,250.00 at San Mateo Junior College; from \$4,512.00 to \$9,384.00 at San Francisco State College.

A noticeable improvement in morale among the personnel of the school system has been evident under the administration of Dr. Spears. Upon assuming office he became concerned with the need for close and harmonious working relations between the teachers and administrators, and the superintendent's office.

Numerous councils and standing committees, made up of representatives of the schools and various teachers' organizations, meet regularly with the superintendent and the central office administrative staff in treating matters of school operation.

One of these is the Coordinating Council of Professional Organizations, which is presently composed of presidents of eleven teachers' organizations, which meets once a month. The group, which has been reactivated by Dr. Spears, acts as a clearing house for matters of general concern, provides a better understanding of problems that arise and effects good working relations between field groups and central office.

The overall excellence of the San Francisco Unified School District may, in large part, be attributed to the independent, intelligent, progressive school board that has been free from racial, religious or political bias.

Through its activities it has appointed two capable superintendents; it has won public confidence to the extent that voters have provided funds for modern school plant; and it has formulated an educational program that has re-established San Francisco as a leader in the field of elementary and secondary education.

It has given San Francisco a City College with a magnificent campus, buildings and equipment, a teaching staff of University caliber, personnel and courses of study that provide for continuance at a university or for direct entry into the fields of business or craftsmanship upon graduation.

One serious problem exists that should be corrected immediately.

The Board of Education, by charter provision, may remove or discipline the Superintendent of Schools or Assistant Superintendents of Schools for misconduct, but this does



not apply to administrative officials such as principals, vice principals, supervisors, directors or departmental heads.

The Board can remove or discipline the superintendent if two members of the Board file charges. The defendant has the right to counsel and action is taken only after an affirmative two-thirds vote. Should the decision be considered arbitrary, court review is provided.

If an administrator is considered culpable, proof must be established and trial before the Superior Court resorted to, involving excessive cost, time and preparation. In this instance, the Board of Education is denied authority to exercise the control with which it is provided for the superintendent and assistant superintendents.

When a recent administrator was made the subject of public charges of misconduct, the Board of Education was placed in the embarrassing position of being unable to hear the charges, or to take action in removing him from his school assignment which required great moral integrity. The Board has been proscribed from taking more serious action than a reprimand, in other cases, involving administrative officials.

It is suggested that the Charter of the City and County of San Francisco be revised giving to the Board of Education the same disciplinary powers with respect to administrative officials as it now possesses over the superintendent of schools and assistant superintendents of schools.

In summary, the Educational Committee of the 1955 Grand Jury recommends:

(1) Immediate expenditure of funds to acquire property adjacent to schools with inadequate outside yard or recreational area.

(2) Approval of a bond issue in 1956 that will permit the city to complete its revised master plan for educational facilities.

(3) Maintenance of teaching salaries at a level that recognizes their value to modern civilization. Compensation of personnel at City College should be reviewed and established at a similar level to other comparable educational institutions in the state.

(4) Passage of a charter amendment giving the San Francisco Unified School District the same removal or disciplinary powers over administrators as it possesses over the Superintendent of Schools and Assistant Superintendents of Schools.

EDUCATION, SCHOOLS, LIBRARIES

Libraries:

The Committee on the Public Library has met with the Librarian and the Secretary of the Library Commission and respectfully reports that the operation of this division of the city and county government is functioning most satisfactorily.

Under Mayor Elmer Robinson, the Library Commission has been able to build and equip at least one new unit each year out of budgetary allocations rather than through a bond issue. It is recommended that this pay-as-you-go plan of building at least one library a year be continued in the future as long as the need exists.

The Marina Branch Library was completed in 1954 and the Ortega Branch Library is being constructed now. This unit, located on Ortega between 37th and 38th Avenues as part of the Sunset Community Center, will be finished on March 1, 1956. Requisite funds for its completion have been allocated and are available.

A site fronting 125 feet on 19th Avenue at Winston Way has been purchased, upon which the Park Merced-Stonestown Library is to be built.

It is expected that the 1956 budget of the Library Commission will request an allocation of upwards of \$165,000 for this plant. With this unit in operation, it is expected that the Ashton Avenue Branch will be closed and personnel and books would be transferred to the new library.

The present North Beach Branch is to be remodeled at a cost of between \$80,000 and \$100,000 and renamed the Chinatown Branch. Because of their pride in this new edifice, the Chinese-American citizens of the community are attempting to raise half of the required amount, the remainder would be sought in the 1956 budget allocation.

It is believed that this library will be one of the most unique of its kind in the world. Americans of Chinese descent, as well as others, can no longer return to the Chinese mainland for educational and cultural studies. It is contemplated that books, historical documents and all types of literature will be made available and that this unit will become an attraction for students, tourists and others interested in Chinese culture.

A new North Beach Branch is expected to be built on a site at the triangle bounded by Columbus Avenue, Chestnut and Mason Streets. The Library Commission now has a fund of \$60,000 which is to be used to purchase the land. Funds have previously been allocated and budgeted to provide for a modern library building. It is expected that the new



plant will be ready for occupancy in the early part of 1957.

The Bay View Branch has been moved to new rented quarters on outer Third Street. The new branch library has been decorated, illuminated and equipped to such an attractive extent that the patronage and circulation by the people in the Bay View, Portola and Hunters Point region would be greater than ever before. The Library Commission is contemplating purchasing a firehouse soon to be vacated which is located on Oakdale Avenue near Third Street. The structure can be acquired at the original cost of land which is a fraction of present value. Should such a substantial branch library be established it would be the first ever constructed in that part of the city and it would be the intention of the Library Commission to vacate the present Portola Branch.

The Library Committee has studied requests of the Library Commission made in the last budget, and upon investigation of the basic problems involved urges favorable consideration in four items, viz:

(1) The Main Public Library has unfortunately become a gathering place of undesirables and loiterers. The Police Department had been requested almost daily to remove these undesirable persons and a policeman has been kept on part-time duty at the Library daily during the past year.

The men's lavatory is situated adjacent to the children's library and reading room and the proximity of the two has been a source of great concern to Parent-Teachers' organizations, the Library Commission and other public and private agencies. The Grand Jury Committee supports the recommendation of the Library Commission that the lavatory facilities be removed to another section of the building and that the vacated quarters be utilized for expansion of departments of the Library now located on the third floor. The total expenditure involved would approximate \$20,000 to accomplish this objective.

(2) Employees of the Library are required to walk up and down from two to six flights of stairs almost continuously throughout the day bringing books to patrons upon request. This has created a serious factor of demoralization and in some instances has resulted in the impairment of health of the employees. Your Committee supports the recommendation of the Library Commission that two cubical elevators be installed in the rear stacking area at a total cost of approximately \$30,000. These elevators would be comparable to those now in use at other major libraries, such as the University of California and Stanford University.

(3) Many of the Reading Rooms in the Main Library and in Branches have antiquated lighting systems. The original installation light meter reads two to six candlefoot



intensity, whereas normal reading intensity should be between thirty-five and forty. The cost of re-equipping deficient reading areas would be relatively small, and we concur in the recommendation of the Library Commission that such capital expenditures be included in the next budget.

(4) Many of the rooms in the Main Libraries and its Branches have not been redecorated or painted for years. The Children's Room in the Main Library has not been painted since 1932; the Reference Room since 1934, and the Main Reading Room since 1936. It is in the interest of operating efficiency that such decoration be cared for at once and the recommendation of the Library Commission in this instance is concurred in by your Committee.

To summarize the above, the Library Committee of the 1955 Grand Jury recommends the following:

- (A) One new Branch Library each year as in the recent past.
- (B) The relocation of the men's lavatory in the Main Library Building.
- (C) The installation of two cubical elevators in the Main Library Building.
- (D) The installation of modern illumination in the Main Library and its Branches, where needed.
- (E) Painting and redecoration of rooms in the Main Library and Branches as suggested, particularly where such has been deferred for the past fifteen or more years.

HUBERT J. SOHER, Chairman

MRS. SALLY M. SULLIVAN

ST. GEORGE HOLDEN, JR.

JUVENILE DEPARTMENT

Following is the final report of the Juvenile Committee of the 1955 Grand Jury.

The Juvenile Court of San Francisco, located at Youth Guidance Center, 375 Woodside Avenue, is presided over by Honorable Melvyn I. Cronin, Judge of the Superior Court, and is composed of three divisions: 1.-Probation Office, 2.-Juvenile Home, and 3.-Log Cabin Ranch School for boys.

On June 1, 1955, when Mr. Phillip Green resigned to accept an appointment in the Children's Bureau, Department of Health, Education and Welfare, in Washington, D. C., Mr. Thomas F. Strycula was appointed by Judge Cronin as the Chief Juvenile Probation Officer and the Court's Executive Officer. The new Probation Officer, with his background of over twenty years experience in Welfare and Juvenile Court work, is doing an efficient job as Executive Officer.

Members of the Committee made a number of visits to the Juvenile Court, and on one occasion nine members of this Grand Jury were present and made a complete inspection of the Youth Guidance Center and its facilities. It was the unanimous opinion of the Jurors present that this institution was extremely well operated and the personnel are to be highly commended for the efficient manner in which the affairs of the Center are conducted.

In addition, we wish to express our sincere appreciation on behalf of the people of San Francisco, to the women of the Volunteer Auxiliary of the Youth Guidance Center and to the other volunteer workers, who give so generously of their time and money to assist in the institutional care of the wards of the Juvenile Court.

Of great interest to the members of the Grand Jury who visited the Juvenile Court, was the revelation that of over 3,200 children who are currently wards, the number of those classified as deprived and neglected outnumber the delinquents almost two to one. San Francisco has a tendency to regard the Juvenile Court as being concerned primarily with delinquency cases, but the fact is, that unfortunate children, deprived and neglected and needing legal protection, comprise the greater portion of the official caseload of the Juvenile Court. Although there are valleys and peaks in the delinquency trend in San Francisco, with delinquency at the present time on the decrease, it is worthy of note that neglect continues at a high level year in and year out. At the present time, of some 2,000 neglected children, approximately 1,300 are placed, through the Juvenile Court, in foster homes and private institutions because their own homes are unsuitable or because a home with their parents or relatives cannot be maintained. The Judge of the Juvenile Court is especially concerned with making every effort to require parents of children in placement to pay their just



share of the costs involved, and holds a special calendar each week to review cases where deficiencies are noted.

It is unfortunate in this matter of foster home placement that children must remain in shelter care in Juvenile Hall as long as they do before being placed but that is due in large part to the lack of sufficient foster homes in the bay area. Suitable foster homes are recruited by the private child placing agencies for children requiring foster care and although every effort is made to obtain a sufficient number to meet the demand, there appears to be a lag that cannot be overcome.

The population of Juvenile Hall continues to be at a moderately high level; although some decline is noted during summer months, the high influx of children requiring detention and shelter during the fall, winter and spring months, brings the total of children in residence over an annual period of time to a fairly high average. However, last year it was not as high as in the year previous.

Log Cabin Ranch School:

A great many visits were made to the Log Cabin Ranch School which is located in La Honda about fifty miles from San Francisco, and is comprised of a number of old, dilapidated buildings which were to have been used only as temporary structures when the Camp was first established.

Former Grand Jury reports and reports of the several Agencies that have inspected the physical properties of the Camp over the years, all point up the need for permanent, sanitary, fire-proof buildings to replace the old, dilapidated buildings now in use.

We wish to commend Director Chay and the Staff for the efficient manner in which they have operated the school and have maintained the present dilapidated structures.

This year a Master Plan was prepared by the Department of Public Works which calls for replacing these old, dilapidated buildings with new, simple, modern, economical, safely designed buildings. This Plan, if followed, gives every evidence of being satisfactory. This Grand Jury recommends that a new building be constructed each year, with the highest priority being given to the dormitory. The existing dormitory--a hastily assembled, plywood building--is a real fire hazard; its supports are rotted and it is extremely dangerous. The Mayor and the Board of Supervisors are to be commended for having allocated funds to replace the Recreation hall which was destroyed by fire in 1954. When completed, this will be the first unit of the Master Plan. Without adequate indoor recreation facilities since the fire, this very important part of the rehabilitation program has suffered materially.



There has been a great deal of discussion as to whether or not the Log Cabin Ranch should remain at the La Honda site. Much of this discussion is due to the many problems--primarily personnel--that arise by reason of the Camp's distance from San Francisco and the poor condition of the access road. Because of the investment, which the Real Estate Department has set as its present fair-market value, of \$236,640.00 in property and permanent buildings at this site, it is the considered opinion of this Grand Jury that this school should remain at the present La Honda site.

It was noted by this Committee that the cost-of-care for the Wards of the Juvenile Court of San Mateo County committed to this ranch, has been a very nominal sum, thus putting an unnecessary burden on San Francisco. The Committee urges that this cost-of-care for San Mateo County be adjusted, and that a fair and equitable charge--agreeable to both counties--be set as soon as possible.

In addition to the above, we recommend that the San Francisco delegation to the State Legislature be requested to sponsor an amendment to the Welfare and Institutions Code to provide State funds, on a matching basis, for capital improvements to Juvenile camps.

In conclusion, we wish to commend Judge Melvyn I. Cronin for his sympathetic understanding, his great personal interest in the youth problems of San Francisco and the State of California, and his untiring efforts on their behalf.

THOMAS J. LENEHAN, Chairman

GEORGE L. LEVISON

MRS. SALLY M. SULLIVAN



REDEVELOPMENT AGENCY

This is the first report of a San Francisco Grand Jury committee assigned to a full year's study of the Redevelopment Agency.

Redevelopment is properly defined as a program whereby blighted sections of a city are cleared and rebuilt. This is generally termed "slum clearance". A blight commonly consists of crowded areas of run-down buildings but it may also consist of vacant regions of a community which are not usable because of improper planning.

Redevelopment activities should not be confused with public housing projects. In redevelopment, new buildings are privately built, privately owned and privately operated and in which full taxes are paid by the property owners. Low-rent public housing is publicly built and owned and operated by a Housing Authority. It receives Federal funds to maintain rents that low-income families can afford. The Housing Authority does not pay real property taxes to the city although it does make certain payments in lieu thereof.

The task of planning and rebuilding large blighted areas is too great for private enterprise alone. It would be difficult, if not impossible, to accumulate in a single ownership land and buildings now held by hundreds of private owners; sizeable losses must be anticipated in the acquisition of improved property, razing the improvements thereon and in selling the vacant land. This can only be overcome through the legal authority and financial resources of the Federal, State and City Governments acting in concert with one another.

Legislation authorizing the creation of local public agencies to undertake slum clearance and urban redevelopment projects was first passed in California in 1945 and was known as the Community Redevelopment Act. It was subsequently renamed the Community Redevelopment Law and became a division of the Health and Safety Code of the State of California.

Acting under this law, the San Francisco Board of Supervisors, during August 1948, designated 280 blocks in the Western Addition as the first Redevelopment Area and at the same time created the Redevelopment Agency. The City Planning Commission was then requested to prepare a tentative project plan for the Western Addition.

The Federal Government, under Title 1 of the Housing Act of 1949, took cognizance of this problem and created an Authority to administer the problem of slum clearance and redevelopment known as the Division of Slum Clearance and Urban Redevelopment. Under the Housing Act of 1954, this activity was assumed by the Housing and Home Finance Agency of the Urban Renewal Administration.



It is important that one understand the objectives of Urban Renewal, as outlined by President Eisenhower in a message to Congress in 1954. They included the following:

"(1) Prevention of spread of blight into good areas of the community through strict enforcement of housing and neighborhood standards and strict occupancy controls;

(2) Rehabilitation of salvable areas, turning them into sound, healthy neighborhoods by replanning, removing congestion, providing parks and playgrounds, reorganizing streets and traffic and by facilitating rehabilitation of deteriorated structures;

(3) Clearance and re-development of non-salvable slums."

During the approximate seven and a half years the Redevelopment Agency has been functioning in San Francisco five areas have been declared blighted. These include the Western Addition, Diamond Heights, South Basin, Produce Market and South of Market Street.

Each of these projects will require the buying of real estate, tearing down the buildings, followed by the clearing, grading and improvement of the land. Part of the cost of this work will be recovered through the sale of the cleared land.

In these redevelopment projects where the buyer of the cleared land assumes full cost involved, no net loss or financing problems prevail. When the assistance of the Federal government is required to finance the remaining deficiency, two-thirds of the net loss is contributed by Uncle Sam in cash and the remaining one-third by the City in the form of public improvements such as street work, schools and playgrounds within or adjacent to the project area.

When the original plan for the Western Addition was designated, it became apparent that sufficient "non-cash grants-in-aid" (site improvements and supporting facilities) were not available and could not be furnished by the City.

Diamond Heights was then injected into the redevelopment programming and the Federal government was requested to permit this area to become an adjunct to the already approved Western Addition area. Diamond Heights had suffered from the same engineering and planning mistakes as many other hilly sections of the City. Lots, blocks and streets were plotted following the rectangular block plan without regard to resultant grades. The net result was unusable streets and building sites.



Under the provisions of the Housing Act of 1949 the Diamond Heights area of itself would not have qualified for Federal government "capital grant assistance" because of its lack of residential requirements. Diamond Heights, however, did have a surplus of "non-cash grants-in-aid" and the combination of Diamond Heights and Western Addition permitted one to make up the deficiencies of the other. Accordingly they were approved by the Federal agency.

It is contemplated that the contract for the Western Addition will carry a Federal "capital grant" of \$7,250,000 and a loan of \$17,250,000, while the Diamond Heights' agreement will provide for a "capital grant" of \$422,500 and a loan of \$6,286,500.

The Diamond Heights Redevelopment Plan is nearing its final goal of activation. The plan was adopted by the Board of Supervisors on October 24 and became effective November 3, 1955. Under the California law, owners of certain property within a redevelopment area will be allowed to retain their buildings provided they are standard in construction and if they can fit into the pattern designed by the developers.

Normally a 30 day owner-participation sign-up period is established but the Diamond Heights eligible property owners have been granted a total of 90 days to comply. All plans and documentation in connection with Diamond Heights have been submitted to the Urban Renewal Administration and the Agency is now awaiting receipt of the Loan and Grant contract.

The Redevelopment Agency now anticipates the following schedule will follow until the Diamond Heights Project is completed: (1) loan and grant contract should be received and approved by the Board of Supervisors, January 15, 1956; (2) appraisals should commence March 1, 1956; (3) property acquisition should commence July 1, 1956, following completion of appraisals; (4) anticipated time to complete acquisition should take one year or by July 1, 1957; (5) completion of the redevelopment and rebuilding of the area five years hence or by July 1, 1962.

Whereas it will have taken approximately seven years to process the Diamond Heights redevelopment project from declaration of blight to completion of acquisition, about 10 years will have been consumed to achieve the same results in Western Addition. Blight was declared in July 1948; final plans for the latter project were submitted to the Urban Renewal Administration in May 1955, and in September the Agency received a letter from the local office of Urban Renewal Administration commenting on the plans. These suggestions have been complied with and the Agency is now awaiting results of the final review by the Federal Government of the plans for this specific project. This approval is expected momentarily.



One week after the approved plans have been received from Washington they will be submitted to the Board of Supervisors. The Loan and Grant Contract and Requisition is expected 30 days after passage of the plan by the Board of Supervisors. It is expected that appraisals will be commenced about April 1, 1956, completed about July 1, 1956, and acquisitions should start approximately July 1, 1956. These purchases should be finished by July 1958. The Redevelopment Agency then expects site improvements and completion of the project will take another five years with completion scheduled during 1963.

The South Basin Project was initiated by the Board of Supervisors in September 1954 when the Department of City Planning and the Redevelopment Agency were asked to institute a study to determine whether or not the areas comprising the present Produce Market and the South Basin Housing Project fell within the definition of "blighted areas". Subsequently a report was made to the Board of Supervisors by these two city departments recommending that the Wholesale Produce Market Area and the South Basin Housing Project area be declared blighted.

The Board of Supervisors, in February 1955, designated the area comprising the Wholesale Produce Market as Redevelopment Area E and the South Basin as Redevelopment Area F. In June 1955, the Board appropriated \$5,000 for the preparation of plans and for services to prepare preliminary and tentative plans for the South Basin Redevelopment Project as a new wholesale produce market. The tentative plan was adopted in November 1955. Preparation of the final plan is now being carried out and should be presented to the Board in February 1956.

The U. S. Department of Agriculture made exhaustive studies of San Francisco's needs for a new wholesale produce market at the request of the Mayor and in cooperation with the Department of City Planning, the Redevelopment Agency and the San Francisco Chamber of Commerce. A model of the proposed produce market was prepared and is on display at the offices of the San Francisco Chamber of Commerce.

As the appropriation of \$5,000 was provided by the Board of Supervisors, and as no financial assistance is being requested from the Federal Government, it became necessary for the Redevelopment Agency to negotiate for private capital to finance the preparation of the final plan and to obtain necessary appraisals and other required studies.

With the approval of the Board, the Agency entered into a contract with the San Francisco Food Terminal on November 1, 1955, in which that corporation agreed to furnish \$90,000 to finance the work of preparation of the final plan. In connection therewith an initial payment of \$3,500 has already been received.



The further progress of this project is being programmed by the Redevelopment Agency as follows: (1) anticipated passage of the plan by ordinance and effective date about December 15, 1955; (2) anticipated submittal of final plan to the Board of Supervisors in February 1956; (3) anticipated approval of the final plan by the Board in March 1956; (4) appraisals to start April 1, 1956; (5) acquisition to start May 15, 1956; completion of the project about July 1, 1957.

Benjamin Swig has made proposals to the Redevelopment Agency contemplating the use of a six block area bounded by Mission, Harrison, Third and Fifth Streets for a Rockefeller Center type of development, the cost of which would approximate \$155,000,000. Inasmuch as four blocks of the area were not within the presently declared South of Market (blighted) area, it became necessary to make studies to determine whether these blocks qualified as being sufficiently blighted to be included within the Redevelopment Area.

In November 1955, the four blocks in question were included by the Board of Supervisors by resolution in the South of Market Redevelopment Area, with the exception of a garage located at Fifth and Mission Streets. Swig has verbally agreed to provide \$50,000 to perfect studies necessary in connection with the preparation of a preliminary plan for the development of the South of Market area.

No tentative plan has as yet been approved for the redevelopment of the Produce Market District which comprises eight blocks of wholesale fruit and vegetable establishments. The supervisors have designated the 28 block area surrounding the Produce Market a blighted area, but until a sponsor is found to provide funds to prepare the preliminary and final plans, the future of the Project remains in abeyance.

Under the present director, Eugene Riordan, and the current Chairman, Joseph Alioto, the Redevelopment Agency is making excellent progress and would appear to be well on the way toward a rapid and intelligent completion of the several Projects that appear to be desirable and in the interest and welfare of the community. The Agency had, however, been wracked with turmoil and inaction for a number of years in the past.

Despite the fact that San Francisco was one of the first cities in the nation to undertake "redevelopment" and "slum-clearance" it has been laggard in its progress. More than seven years have passed, not a project has been finally activated, not a single parcel of land has been purchased and not a vestige of slum clearance has been accomplished.

By contrast, Baltimore, Maryland, has cleared and facilitated the reconstruction of 21.3 acres of slum area



known as Waverly with new apartments and a shopping center; nearly completed is a 39 acre slum area known as Broadway which is being developed for residential use. Law enforcement by the Housing Bureau of the Health Department has resulted in improvement of 6,000 properties in 192 Census tract blocks and another program of this nature in the Mount Royal area has been initiated for 45 Census tract blocks.

Pittsburgh's activities in urban development and renewal, particularly the dramatic transformation of the Golden Triangle, are well known. The city is now undertaking the rehabilitation and conservation as well as the clearance and redevelopment of what was once known as the City of Allegheny. This is now a part of metropolitan Pittsburgh and consists of two square miles of blighted property.

In August 1954, the Redevelopment Agency issued a brochure saying: "However, indications are that final plans, public hearings and various governmental approvals will be completed before the end of 1954 and that land purchase will commence by the summer of 1955". Not only has no land been purchased but none is expected until July 1, 1956, at the earliest.

Past administrations of the Redevelopment Agency had become engaged in controversies with the press; they were affected by political turmoil and the director resigned; James W. Fellin, Housing and Home Finance Agency threatened to withhold federal redevelopment funds pending a cleanup. With the appointment of Riordan, the Agency began to function satisfactorily.

Because of the satisfactory progress during the past year under the Alioto-Riordan direction, the Grand Jury Committee on the Redevelopment Agency presents no recommendation for improvement as to policy or operation. It does suggest that this Agency continue to be provided with the fullest cooperation by other departments of the city and county government in order to facilitate the completion of present projects.

We view with serious concern, however, the apparent divided authority that has been created by the organization and functioning of the Citizen Participation Committee for Urban Renewal. On two recent occasions, this advisory committee has taken public issue with the Redevelopment Agency concerning policy matters.

If policy is to be established by two appointive bodies of the city government, each of which may have divergent views, the functioning of the redevelopment and urban renewal will be slowed down or destroyed and Federal aid may be withdrawn.



It is recommended that the mayor-elect clearly give to the Redevelopment Agency, an autonomous body, full power and responsibility to act and to complete its assignment as soon as possible. It is also suggested that the Citizens Participation Committee be instructed that its functions are advisory.

HUBERT J. SOHER, Chairman

GEORGE L. LEVISON

RAPHAEL SAMPSON



FIRE DEPARTMENT; DEPARTMENT OF ELECTRICITY

Your committee on the Fire Department held several meetings with Chief Frank P. Kelly and Deputy Chief Alfred J. Galli, reviewing the general activities of this department and the progress of the Firehouse Construction and Reconstruction Program under the 1952 Firehouse Bond Issue.

The Committee finds that the department operates efficiently under the guidance and management of the Board of Fire Commissioners, consisting of Messrs. Max Sobel, Thomas J. Riordan, and Leo H. Shapiro; that the Chief of Department Frank P. Kelly has proven himself outstanding in leadership, experience and progressiveness; that the officers are competent and just and that the rank and file are well trained, alert, courteous and proficient.

The department as a whole is in excellent condition, its morale is high, the services it performs are above reproach, and it merits the fullest confidence and the sincere respect of our citizenry.

One branch of the department, the Division of Fire Prevention and Investigation, deserves special commendation, your Committee feels. Under the able direction of Chief Carl F. Kruger it is doing excellent work in eliminating fire hazards throughout the city, and the recent prompt apprehension of an arsonist through the efforts of Lieutenant George L. Kelley and his crew of investigators bears witness to their skill and intelligence.

The automotive equipment of the department as a whole is in good condition, but some of its large pumping engines are over age and in need of replacement, and there is still a shortage of the modern aerial trucks which have proven their superiority over the old hand-operated ladder equipment at every large fire.

Your committee feels that it is false economy of the authorities in charge of the budget to curtail departmental requests for this needed equipment.

The Committee also inspected the various new firehouses being constructed under the previously mentioned bond issue, and finds that the work is proceeding satisfactorily and that the new buildings are modern, substantial, functional and pleasing in appearance.

The Committee noted with disappointment the fact that to date the department has not been able to procure a second fire boat, as repeatedly requested, and as certainly justified by the national importance of our harbor and by the extent of our waterfront and the high values in shipping, cargoes and wharves involved. State control of San Francisco's important harbor has caused the city administration to deny



responsibility for marine fire protection, and the State Board of Harbor Commissioners has indicated their willingness to provide a second fire boat to be operated by the San Francisco Fire Department, but so far have failed to do so, and it is seriously hoped that they will assume this rightful obligation without further delay.

Department of Electricity

Your Committee met with Mr. Donald O. Townsend, Chief of the Department of Electricity, which handles the maintenance of communications (fire alarm and police telephone systems, all communications for the Disaster Council and Corps) and public safety devices (traffic signals, parking meters, etc.), to discuss various phases of his department's work. The office and shops of the department are conducted in a very efficient manner, and all courtesies were extended to this Committee.

The Committee on the Department of Electricity reports as follows:-

Project #1 - Proposed Plant Maintenance Yard

It stands to reason that the 1955-56 budget should accept at this time an appropriation of \$429,230.00 for a proposed maintenance yard. As it is our understanding, the electrical department will release to other departments of the city, or for public sale, real property in the amount of \$102,000.00. Also during this period \$100,000.00 is available for use under the gas tax appropriation, meaning \$202,000.00 credit against the total, not to include any expense required for present facilities.

Project #2 - Radio Ordinance and Central Radio Control Station

Radio Ordinance No. 8485, passed by the Board of Supervisors on March 29, 1954, is now in effect. \$152,000.00 was provided in the 1955-56 Budget to provide for a Central Radio Communication Station to be located on Christmas Tree Point adjacent to Twin Peaks. Plans and specifications are currently being prepared by the Department of Public Works.

Project #3 - Police Department Radio System

\$230,938.00 made available in the 1955-56 Police Department Budget for the installation of a complete new Police Radio Communications System. Plans and specifications are currently being prepared by the Department of Electricity.

JOHN V. HEFFERNAN, Chairman
WALLACE S. TOWLE
ST. GEORGE HOLDEN, JR.



CIVIL SERVICE, CITY PLANNING, WELFARE BOARD, ART COMMISSION,
LEGION OF HONOR and OTHER COMMISSIONS

Your committee has made visits to the office of the Civil Service Commission, the City Planning Commission and the Public Welfare Commission during the year and hereby submits the following report and recommendations: -

Civil Service Commission

On our visits to the Civil Service Commission we met with Mr. William Henderson, Secretary-Personnel Director and members of the staff, who were very cordial and explained the workings and duties of the department in detail. The office force was busy keeping records, preparing entrance and promotional examinations, rating papers of participants and related work. The Commission which is virtually the employment agency of city government conducts examinations for employment in all departments of the city.

Your committee finds that the examination program is handicapped by provisions of Section 147.1 of the Charter. It provides that for two weeks after the rating of the examination papers, questions and answers given in the examination are open to public inspecting and copying by anyone. We agree that the examination papers should be open to inspection and review by participants, but, as to the right of operators of coaching schools copying questions and answers, we make serious objection. We have been advised that these operators sell these questions for personal profit. We recommend that a charter amendment be prepared for the elimination of this practice, to be submitted to the voters for approval.

The Civil Service Commission also recommends to the Board of Supervisors annual pay scales for the numerous classes of employees in the various city departments. The committee finds that eight different methods, all in compliance with the Charter, are used to set the annual salaries of various city employees. This appears complex and unnecessary, and we therefore recommend that the Board of Supervisors, in cooperation with the Civil Service Commission, submit amendments to the Charter to simplify the methods of salary standardization.

City Planning Commission

Your committee visited the office of the City Planning Commission and met with Director Paul Opperman and his staff.

Your committee realizes that the vacant land of the city is decreasing, and suggests that now is the time to plan for the acquiring of certain vacant land for park and recreation purposes.



We have found Director Opperman and his staff conscious of the future of San Francisco and they are ever mindful how necessary it is that all public improvements are coordinated with the Master Plan.

Public Welfare Commission

Your committee met with Mr. Edward J. Wren, President of the Public Welfare Commission and Mr. Ronald Born, Director of Welfare, who explained that: The affairs of the Public Welfare Department are conducted under the leadership of the Public Welfare Commission and its Director, Ronald H. Born.

The major function of the Commission is in carrying out the program of Old Age Security, including necessary social service to needy persons and their families; also security for the blind, aid to needy children, and indigent aid or general relief.

The Public Welfare Department stresses rehabilitation. It cooperates with the district attorney in obtaining support from deserting or absent parents. The department operates an employment service cooperating with the State Employment Office.

The administration of the program is subject to controls by state law, rule and regulation. The administrative expense is slightly over five percent, as compared with the average of eight percent, in the other five largest counties.

The building at 585 Bush Street is in need of alteration and repair. Its space is proving inadequate for the growing responsibilities of the department.

Art Commission

The duties and powers of the Art Commission are varied, i.e., approving works of art to become the property of the municipality, approving designs of buildings, etc., supervise and control the expenditure of appropriations made by the Supervisors for music. There are other activities supervised by the Commission. The Commission of sixteen members give freely and willingly of their time without compensation, and vests its executive powers in its secretary, Joseph H. Dyer, Jr.

Other Commissions

The Legion of Honor, DeYoung Museum and Steinhart Aquarium are conducted by an efficient group of employees. The institutions are educational as well as entertaining, and are a source of great enjoyment not alone to the visitor to our city, but also to our local residents.

MRS. SALLY M. SULLIVAN, Chairman
JOHN V. HEFFERNAN
GEORGE K. STEIN



PARKS-RECREATION DEPARTMENT, REAL ESTATE, WEIGHTS AND MEASURES

Recreation-Park Department

After visiting the Zoo, Aquarium and several of the Playgrounds and other places under the control of the Recreation-Park Department Commission, the committee found the shrubs and trees well cared for, but we also found the buildings, fences, equipment, animal pens, etc. in very poor condition and in need of major repairs and replacements. It is the recommendation of this committee that most, if not all, of the repairs be made as soon as practicable to avoid complete deterioration and possible collapse of some of the structures. We further suggest funds be appropriated each year or as often as needed, to maintain the buildings and equipment in proper condition and repair, so as to prevent the expenditure of the huge sum of money now needed for this work. We do not believe this condition to be the fault of the commissioners.

The members of the commission have been making studies of ways to improve and increase the size of San Francisco Yacht Harbor. They have considered closing the present entrance to the Harbor and cutting a new entrance in the breakwater fill extending north from Scott Street. This would add several usable berths. They have also considered enlarging the present harbor and also of building a new harbor in the vicinity of Hunters Point. Arrangements have been made with the Harbor Commission for the leasing of sufficient land near Pier 52 for the erection of a platform and ramp for the launching of small boats.

The commission also recommends using the vacant property adjacent to Aquatic Park for an Out-of-Doors Museum for the displaying of old ships, engines and many other items of interest. They have already approved the placing of a terminal turn-table of the Hyde Street Cable Car Line on the Southeast corner of the Aquatic Park properties.

Real Estate:

This department is in charge of purchases and leases of real property and improvements required for all City and County purposes and the sale and lease of real property owned by the City. It makes appraisals on all property acquired, and acts as agent for other City Departments in real estate matters.

Recently, the Board of Supervisors voted to include an amendment in the Diamond Heights cooperative agreement between the Redevelopment Agency and the City, whereby all real estate appraisals made for the Agency shall be subject to review and approval by the Real Estate Department.

It is also a function of this department, at the request of the Board of Supervisors sitting as a Board of



Equalization, to investigate applications for reduction in assessments and make recommendations to the Board. During the past fiscal year, 21 applications for reduction in assessments were investigated and reported on, and 36 applications from occupants of waterfront properties under the jurisdiction of the Board of State Harbor Commissioners, protesting the "Possessory Interest" assessment levied against them.

On behalf of the Public Utilities Commission, this department negotiated 18 leases in connection with the activities at the Airport.

The Director of Property directs the activities of the Civic Auditorium, for which the City received a total annual return during the last fiscal year of \$177,320.40.

A new Exhibit Hall, financed by the \$3,275,000.00 bond issue approved last year, is scheduled for construction next May. This also will be under the jurisdiction of the Director of Property.

In general, the operations of the Real Estate Department are satisfactory under the present work load. It is felt that the present office space will be adequate for the near future requirements but that an increase in personnel, particularly Right of Way Agents and Stenographers, will be required, together with additional office equipment to accommodate the increased force.

Weights and Measures:

Mr. O. C. Skinner, Jr., Director of this Department, states that this department was put into operation about 50 years ago and started with seven men and one clerk, and that they still have seven men and one woman clerk. He has repeatedly asked for one more man but the extra cost involved has never been included in the budget. He has also asked that the sum of \$35,000.00 be included in the budget for the erection of an up to date Meter Testing and Calibration Plant. To date he has not been successful in having this sum included in the budget. The Mayor and the Controller approved the request, but it failed to pass the Finance Committee of the Board of Supervisors. At the present time this department has equipment that will test meters and pumps up to five gallons, but the law states that meters and pumps must be in operation for a full minute before a test can be considered adequate. Some pumps now in use put out 800 or more gallons per minute, so his five gallon equipment is rather useless. Mr. Skinner also stated that all such pumps, meters, etc. are supposed to be tested at least once each year, but without the facilities this is impossible. The land necessary for this Meter Testing and Calibration Plant can be secured without cost by utilizing property already owned by the City.



This land is part of the Sewage Disposal Plant in the vicinity of Third Street and Jerrold Avenue. This property is level and properly fenced and he believes ideal for the use suggested by him. It is so situated that trucks and trailers can drive in and out without trouble and is large enough so two such units can be serviced at one time. The testing is done by gravity and the only pump required is for returning the fluid to the trucks. Mr. Skinner would like to have the Grand Jury request that \$35,000.00 be expended for the erection of such a plant. The operating cost is borne by the tax payer.

SAMUEL H. HANSEN, Chairman

EDWARD F. NEWCOMB

ALBERT E. CONLON



HOUSING AUTHORITY

Your Housing Committee has met frequently with the Executive Director and Staff of the Housing Authority during the past year and has personally inspected the various housing projects, including those under construction. It has also met with the Commission of the Authority to discuss its work.

Early in 1955 the Housing Authority acted in response to the Mayor's request for support of the City's redevelopment and urban renewal program by launching plans for a housing project with special features to meet the needs of aging citizens of San Francisco. The new project will have special provisions to insure the safety and comfort of the residents and preliminary plans call for the construction of two 12-story buildings. A special feature will be a large recreation center for senior citizens, located on the ground floors.

Potrero Terrace Annex with 172 apartments was completed in January. A second project, Alemany, comprising 164 dwellings, was completed in October. The first tenants of the giant Francisco Plaza apartment buildings of 608 apartments, located in the Western Addition, moved in during November. Construction of two other projects at Hunters Point will be completed in '56,--these being the 350-apartment Hunters View and 226 apartments on the Harbor Slope site.

During 1955 the Housing Authority completed one of the largest mass movements of people in the history of San Francisco when the last of nearly 12,000 persons were moved from temporary housing prior to demolition of the structures. Much of this housing was located on scarce industrial sites and its removal has paved the way for substantial new industrial construction. This wholesale movement of families has been carried through so efficiently and swiftly that its accomplishment has largely gone unnoticed.

Ownership of the remaining temporary 2696 apartments has been transferred by the Federal Government to the Housing Authority, thereby insuring a reservoir of dwellings which will greatly facilitate the relocation of families when San Francisco's great redevelopment program gets underway.

During the past year the Housing Authority has continued its commendable policy of maximum payments in lieu of taxes to the City by a payment of \$168,081.51, bringing its total payments to date to \$3,787,094.57.

At the close of the year the Housing Authority was engaged in setting aside a number of apartments specially furnished for the housing of Navy noncommissioned personnel on ships undergoing repair and remodeling at the San Francisco Naval Shipyard and privately-owned yards in San Francisco. These facilities will make it possible for these



men to have their families rejoin them in San Francisco while their ships remain in port.

It is also worthy of note that during the past year the Authority completed its program on nonsegregating all public housing in San Francisco,--quietly, effectively, and to the great credit of San Francisco.

The overall interest of San Francisco has been the critique for the broad-scale housing policies adopted by the Authority's Commission. The administration of these policies under its able Director and crack Staff have made this outstanding organization a widely-recognized public instrument of increasing value to San Francisco over the years.

JOHN W. BENDER, Chairman

SAMUEL H. HANSEN

WALLACE S. TOWLE



SHERIFF: BOARD OF SUPERVISORS

Meetings with the Sheriff were held early in the year, followed by inspection tours of the jails in San Francisco and at San Bruno. All of the institutions appeared to be well managed and kept in a clean and sanitary condition. The food is prepared and cooked under the supervision of professional chefs with civil service rating. The cost of meals is approximately 33¢ per day. This low cost is made possible by the fact that beef and vegetables are raised on the prison farm with voluntary prison labor. There are facilities for expansion of food production, but additional funds are needed for capital investment in this regard, for items such as: hay baler and shed for hay storage, purchase of dairy cows, sheep, pigs and additional fruit trees.

The medical and dental service is good, considering the limited staff and equipment. There is need for an augmented medical staff and X-ray equipment. The Sheriff now has under consideration a plan for purchase of X-ray equipment from prisoners welfare funds. Until such time as complete equipment and personnel for thorough physical examination of prisoners is available, inmates received at the City Prison should be given an examination before commitment to the County Jail or at the County Hospital if necessary. At present there is no means of discovering latent tuberculosis or possibly other communicable diseases before commitment. The dangers presently existing are obvious.

The educational program conducted under the auspices of the San Mateo County Adult Division for inmates of the Men's and Women's jails at San Bruno has been discontinued. The Legislature, at its last session, failed to provide funds for this purpose. The 1954 Grand Jury not only recommended that the educational program at San Bruno be broadened, but also recommended that it be extended to include the two jails in San Francisco. Now we find that instead of expansion we have elimination of the program. Steps should be taken to have the Legislature provide the funds necessary to restore the classes at San Bruno and to establish similar ones at the other county jails. If funds cannot be secured from the State, then the City and County of San Francisco should undertake the responsibility of financing the program. The cost is estimated to be approximately \$7,000.00 per year.

There is need for closer cooperation between the Alcoholic Clinic under the Department of Public Health and the Sheriff's Department to provide assistance to County Jail inmates who are alcoholics. Perhaps a branch clinic could be established at San Bruno where medical, psychiatric and social service would be available. The records of the San Bruno Jail show that alcoholics are repeaters. If an efficient program of rehabilitation could be put in operation, some of the victims of alcoholism would be restored to a useful existence and the City and County would be spared the bother and the



expense of feeding and housing many repeaters whose basic troubles can be attributed to alcoholism. In this connection the Sheriff also suggests that funds be provided to construct two buildings, of the quonset hut type, to house alcoholics as well as first offenders. The advantages of separating these types of inmates is self-evident.

The Women's Jail at San Bruno is in need of a recreation hall and a work room. The upper deck portion of the building would provide ample room for both needs if closed in. The building was constructed with this eventuality in mind, and the work could be done at a nominal cost. With this additional room the sewing project could be expanded with profit to both the inmates and the institution.

The problem of providing some means of sustenance and rehabilitation for released prisoners who are without family or funds is a continuing one. The Sheriff and successive Grand Juries have drawn attention to the need for a solution, but to no avail. Prisoners are brought to San Francisco and released, in many instances, without funds except 15¢ allowed from the Welfare Fund, and without lodging. Among them are many alcoholics who return to "Skid Row" for lack of a better place to go. Their return to jail is only a matter of time. Others can see no alternative but to hope that they will have more success with another try at the offense that put them in jail originally. This also usually has the same result. It seems logical to believe that a little financial aid, or food and lodging given for a short period, or transportation to a home town, would enable them to get a new start and would cost less in the long run than bearing the expenses of further arrest, trial and imprisonment. Some agency of the City and County government should make a serious attempt to find a solution to this problem.

Replacement of equipment in many departments of the jails is indicated. The City and County has a considerable investment at San Bruno in buildings, supplies and equipment, but the fire protection facilities are inadequate and there is no fire insurance. Although plenty of water is available and fire hydrants similar to those in San Francisco are on the grounds, the jail is without mobile fire fighting equipment. No help can be expected from the San Bruno Fire Department in case of fire; because of a difference in fittings, their apparatus cannot be coupled to the San Francisco type hydrants on the grounds. The nearest available mobile fire fighting equipment is at Stonestown in San Francisco. It is suggested that fire protection equipment similar to that at Santa Rita Prison Farm, the Alameda County jail, should be installed. Much of the automotive equipment of the Sheriff's office is in poor condition and should be discarded. Although funds have been provided for a new van, replacement of other types of vehicles is justified. At San Bruno, kitchen ranges and dryers and mangles in the laundry should be replaced.



Partition plates should be substituted for the aluminum plates now used so that different items of food can be kept separate instead of mixed as is inevitable with the present plates.

For two years the Civil Service Commission has had under consideration a request by the Sheriff for reclassification of jail positions. The present system provides for captains and jailers, with no intermediate ranks. The Sheriff suggests that there should be a captain for each jail, with lieutenants and sergeants. All ranks to be deputy sheriffs. It would seem that there would be more incentive to do a good job on the part of the jail personnel if there were an opportunity for promotion.

Your committee would consider itself to be derelict in its duty if it did not place special emphasis upon an existing condition, applying particularly to County Jail No. 2, San Bruno. At County Jail No. 1, San Francisco, and at County Jail No. 2, San Bruno, both jails for men, there are only three guards on duty on each of the night watches, 4 p.m. to midnight and midnight to 8 a.m. County Jail No. 2 at San Bruno is a huge building with six floors of cells and an average population of 600. Not much imagination is required to picture the possibilities in case of fire, riot, accident or sudden illness of the guards on duty. The request of the Sheriff for six new employments of jailers, two for County Jail No. 1 and four for County Jail No. 2, should be granted in the interest of safety.

The committee believes that Sheriff Gallagher should be highly commended for the excellent manner in which he has operated his office and for the many improvements initiated by him. His suggestion, in his letter to Foreman Wm. H. H. Davis under date of September 12, 1955, that all future sheriffs be mandated by ordinance to follow the procedure, established by the late Sheriff Murphy and carried on by him, of returning all fees to the General Fund is praiseworthy and should be adopted.

WILLIAM S. HOGAN, Chairman

ELMER F. SKINNER

HUBERT J. SOHER



SHERIFF: BOARD OF SUPERVISORS

Board of Supervisors

Throughout the year your Committee on the Board of Supervisors has observed the functioning of the Board through press releases, printed proceedings, and attendance at Board and committee meetings.

The meetings of the Board are conducted in an efficient and orderly manner and in the mode and tradition of similar bodies. To the uninitiated, an average Board meeting is a routine affair that does not too well reflect the vast amount of preliminary detail work performed by its committees in preparation of the subject matter presented to the Board and disposed of generally with a minimum of discussion.

Behind the scene there are committee meetings, hearings and research on each item that comes before the Board. All of this requires the expenditure of time and effort on the part of each supervisor greatly out of proportion to the \$200.00 per month salary received. For example, within a comparatively short period the Finance Committee assumes a task on the Budget alone that probably would cost more, to have done at going rates for such work, than a supervisor's salary for an entire year.

Considering the demands made upon members of the Board of Supervisors and the inadequate compensation provided, the City and County of San Francisco has indeed been fortunate to have had, over the years, so many outstanding persons seek election to the Board. However, the danger always exists that self-seeking persons, more interested in personal gain than in civic accomplishment, will aspire to and gain membership on the Board.

Therefore, your Committee recommends that a charter amendment be prepared and submitted to the voters providing for a board of supervisors consisting of approximately five members on a full-time basis at a salary sufficient to attract capable men willing to devote their entire time and interest to this one undertaking. Supervisors in other counties in this State, and in other states as well, serve on a full-time basis, and this has proved very satisfactory.

We believe that the proposed change would eliminate the main objection to the present system, that is, the possibility that a part-time supervisor may be faced with a conflict of interest between his allegiance to the City and County as a Supervisor and his personal business.

WM. S. HOGAN, Chairman
ELMER F. SKINNER
HUBERT J. SOHER



1956

**GRAND JURY
REPORTS**



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MRS. MARION F. EVERS	WALTER S. NEWMAN
CHARLES FLEISCHMAN	SYLVAN C. SPENCER

JOHN J. THOMAS

Impanelled January 12, 1956

Discharged January 10, 1957

David F. Supple
Consultant-Statistician



GRAND JURY OF THE CITY AND COUNTY OF SAN FRANCISCO

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December 14, 1956

Honorable Twain Michelsen
Presiding Judge of the Superior Court
City Hall
San Francisco, California.

Your Honor:

We are submitting to you a final report of the 1956 Grand Jury. This report embodies the findings of twenty committees, and represents the diligent work of seventeen men and women over the past year. It has been a great honor to have served this City and County as the foremen of the 1956 Grand Jury, and to have been associated with these most able citizens, who have given so unselfishly of their time. We regret that Mr. Harold B. Miller became incapacitated at the beginning of the year and was unable to meet with us. However, the three committees to which he was appointed, two of them as chairman, have been ably served by other members.

I wish to say, your Honor, that each member of this panel has made major contributions to our efforts this year. I do want to express particular appreciation to Mrs. Sylvia Ladar, appointed by you as our secretary. She has been a great help, and has given unsparingly of her time.

The Grand Jury has had a close relationship with the district attorney's office, and we wish to express our appreciation to Mr. Thomas C. Lynch and to Mr. Norman Elkington for their co-operation throughout the year.

In presenting to you the final committee reports, each report has been reviewed by the Grand Jury as a whole. They contain certain recommendations which we would like to call to the attention of the incoming Grand Jury. We have also appended to these reports copies of the resolutions and recommendations which have been adopted this year.

I am, your Honor, most grateful to you for the appointment to serve as foreman of the Grand Jury this past year. It has been a great experience for me, and I wish to extend to you my most sincere appreciation. It is earnestly hoped that the work of this Grand Jury has been of service to our City and County of San Francisco.

Most respectfully,

FRED PARR COX

Foreman, 1956 Grand Jury of the
City and County of San Francisco



SUMMARY OF ACTIVITIES

of the

1956 GRAND JURY

CITY AND COUNTY OF SAN FRANCISCO

-o-o-o-

A somewhat condensed summarization of Committee activities of the 1956 City and County of San Francisco Grand Jury, undertaken during its tenure, follows:

At our first meeting it was decided to eliminate the usual Thursday forenoon assemblage by convening on Monday evening one-half hour earlier, thus making possible an annual saving to the City of some \$5,000 in Jurors' fees.

During the second week of this Grand Jury's term, twenty committees were appointed to analyze the various and numerous City and County offices before budget time, thereby making it possible for the Jurors to examine the budget requirements and recommendations prior to their submission. We recommend that subsequent Grand Juries follow this procedure.

The first official inspection of a committee as a body was of the Log Cabin Ranch School for Boys at La Honda. We were impressed with the facilities and the building program already in progress, but recognized the need for continued planning and rebuilding of the School's inadequate accommodations, as well as the need for additional funds to maintain this greatly needed work. Through the efforts of individual members of the Grand Jury, funds were privately raised to equip the new Recreation Hall at the School. A resolution of appreciation for this assistance was received by the Jury from the Juvenile Court of the City and County of San Francisco.

This Jury met Chief Frank Ahern for the first time on the evening of the public announcement of his appointment to the office of Chief of Police. We were impressed with the new Chief's ideas and proposals for the reorganization of his Department, and we enthusiastically endorsed his plans.

Early in the new year two trips were made to the Hall of Justice to inspect the facilities - one trip in the morning and the second, an unscheduled visit, at midnight. As a result of these inspections and conferences with the Chief of Police and other members of his Department, the Grand Jury endorsed the bond issue providing for a new Hall of Justice, and actively supported its passage.



This Grand Jury has made a preliminary inquiry to determine if there is some way to expedite the present schedule of four and one-half years for the building of the new Hall of Justice. We wish to recommend that the 1957 Grand Jury give consideration to this matter, as it would result in savings to the City.

Based on its findings during a thorough investigation, the Jury requested that the Municipal Court immediately terminate the separation of Women's Municipal Court 10-A and consolidate it with Municipal Court #10, at the Hall of Justice. This consolidation became effective in June, 1956, with a resultant annual saving to the San Francisco City and County taxpayers of \$60,000 to \$90,000.

As a result of the inspection of the San Francisco International Airport in July, considered to be one of the most modern, if not the finest, in the Nation, the Jury became aware of the overcrowded conditions, and actively endorsed the passage of the bond issue presented in the November elections providing additional facilities to accommodate heavy air traffic and the anticipated increase to be brought about by jet aircraft.

A meeting with the Director of City Planning on the evening of July 16 did much to clarify the Director's duties and showed the limited scope of his powers, other than those which have to do with zoning. The conflict between the Board of Permit Appeals and the City Planning Commission also became quite evident. We feel that steps should be taken to provide the Planning Commission with more authority in regard to the control of new building permits. It was suggested that a charter amendment, broadening the Planning Director's powers, be enacted.

The Grand Jury conducted an investigation of the San Francisco Hospital, culminating in sweeping changes in the methods of apprehension and commitment procedures of the mentally ill, and a subsequent recommendation by the Jury that a Counselor of Mental Health position be established.

A visit to the companion facility, the Laguna Honda Home, disclosed that the residents were receiving what was considered a nominal amount of food for their evening meal. The Jury's recommendation for an emergency appropriation of \$60,000 for additional food was immediately effected.

Due to the controversial issue of the Freeway System in San Francisco, the Jury studied the Master Freeway Plan and its impact on the real estate assessment rolls of the City and County. We would like to call to the attention of the incoming Grand Jury, for its further study, the irreconcilable discrepancies given between the representatives of the State of California and the City Assessor's office, resulting in the value of the assessed property to be removed from the tax rolls.



The Grand Jury considered the matter of the redevelopment of the Produce Area, and recommended that the Produce Market be moved to a new location and the new area be redeveloped in order to broaden the tax base, so badly in need of enlargement.

The Grand Jury endorsed Proposition E, which was passed in the primary election in June, making it illegal for City officials to engage in outside activities incompatible with their work as elective executives.

A recommendation was made by the Grand Jury to the San Francisco Board of Supervisors for additional help for the Adult Probation Office, with the result that two employees were added to the overworked staff of that office.

Throughout the year the Grand Jury has watched with interest the operations relative to the selection and acquisition of a site for the North Beach Library. At a meeting in November, representatives of the Library Commission appeared before the Jury and advised us that by December 31 a site would be selected and would be in process of acquisition. This matter should be followed closely by the incoming Grand Jury, as the site selection has been overdue for many years.

A survey of the third and fourth floors of Polk Hall in the Civic Auditorium, containing some 22,000 square feet of unused office space, resulted in a recommendation to the Mayor, the Chief Administrative Officer, and the Board of Supervisors that immediate steps be taken to utilize this vacant space, making it available to any of the presently overcrowded City agencies.

During the tenure of their office, in pursuit of information concerning the numerous agencies of the City and County, the Jury as a body made investigative trips to the Log Cabin Ranch School for Boys, San Quentin Prison, the Hall of Justice, San Francisco International Airport, the Municipal Railway System, the San Francisco Water and Power installations, including Moccasin Power House, Cherry Valley, Hetch-Hetchy Dam and its watershed, San Francisco Hospital, Laguna Honda Home, Youth Guidance Center, and County Jails #2 and #4. In addition to these trips, the various committees called on and conferred with every department within the City and County of San Francisco in order to have a better understanding of the functioning of the City and County governmental bodies.

Regarding the criminal aspect of the Grand Jury's work this year, the District Attorney's office presented more than 150 cases, resulting in 137 indictments being returned.



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R E S O L U T I O N S

A D O P T E D

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WHEREAS, the Grand Jury Committee of the Department of Electricity has had several conferences with Mr. D. O. Townsend, Director of the Electricity Department; and

WHEREAS, he outlined the crowded conditions and needs of the Department and of its diversified locations and the necessity of consolidating all of its activities in one location; and

WHEREAS, to accomplish this consolidation he proposes a plant maintenance building and yard that will house all the Department functions, excepting the Central Fire Alarm System, on a block of land owned by the City bounded by Jerrold, Innes, Quint Streets and the Southern Pacific right of way; and

WHEREAS, the 1953, 1954 and 1955 Grand Juries have supported the budget items of the Department of Electricity, now, therefore, be it

RESOLVED, that the 1956 Grand Jury wholeheartedly does recommend to his Honor, Mayor George Christopher, and to the Board of Supervisors, that the above recommendation which is included in the Budget of the Department of Public Works, be approved as a must, and that steps be taken immediately after approval to commence building operations.

Dated: April 9, 1956.



The Grand Jury endorses and supports the City Planning Commission, the Mayor, and other officials in their efforts to relocate the Produce Market in the interest of Civic improvement.

Dated: April 16, 1956.



WHEREAS, the Grand Jury has studied the North Beach Library situation; and

WHEREAS, it has come to the attention of this Grand Jury that the Library Commission intends to again request the Recreation and Park Commission property for a site for the North Beach Library on the North Beach Playground; and

WHEREAS, the Recreation and Park Commission, after careful consideration, has previously declined to release its land, now, therefore, be it

RESOLVED, that the 1956 Grand Jury recommends that the Recreation and Park Commission refuse the Library Commission's request for land in the North Beach Playground.

Dated: July 23, 1956



WHEREAS, this Grand Jury this date has recommended to the Recreation and Park Commission that the request for land in the North Beach Playground for a Library site be disapproved, now, therefore, be it

RESOLVED, that the 1956 Grand Jury recommends to the Public Library Commission that in the interests of the citizens of San Francisco, it proceed with due diligence to acquire a site on other property, and expedite plans for completion of this important facility of which the citizens of North Beach are now being deprived.

Dated: July 23, 1956



WHEREAS, the 1956 Grand Jury of the City and County of San Francisco is aware that there presently is approximately 22,000 square feet of unproductive vacant space on the third and fourth floors of Polk Hall in the Civic Auditorium; and

WHEREAS, this is valuable usable space; and

WHEREAS, there is need for space to house City offices now operating under overcrowded and inefficient conditions; now, therefore, be it

RESOLVED, that the Chief Administrative Officer of the City and County of San Francisco take immediate steps to place this vacant space in productive use in his best judgment.

Dated: August 20, 1956



WHEREAS, The Grand Jury of the City and County of San Francisco has made an investigation of the food conditions at Laguna Honda Home; and

WHEREAS, It has been found that only two hot meals per day are served to the residents at that institution, causing dissatisfaction and unpleasant living; and

WHEREAS, The Chief Administrative Officer of the City and County of San Francisco has advised this Grand Jury that the reason for serving a cold evening meal is that additional payroll costs of approximately \$60,000.00 per year would be necessary to furnish a third hot meal each day, now, therefore, be it

RESOLVED: That the Grand Jury of the City and County of San Francisco recommends that the sum of approximately \$60,000.00 be included in the 1957-58 Budget of the City and County of San Francisco to cover the additional cost necessary to provide a third hot meal each day for the residents of Laguna Honda Home; and be it

FURTHER RESOLVED: That a copy of this resolution be sent to his Honor, the Mayor of San Francisco, to the Board of Supervisors of the City and County of San Francisco, and to the Chief Administrative Officer of the City and County of San Francisco.

Dated: September 24, 1956



WHEREAS the Grand Jury has investigated apprehension and commitment procedures for the mentally ill in the City and County of San Francisco; and

WHEREAS the recommendations herein set forth are in keeping with sound medical and judicial procedure for care of the mentally ill, their feasibility having been established through consultation with the heads of the City departments concerned, the following changes are recommended:

1. That the present practice of apprehension of the mentally ill by uniformed police officers in police vehicles be discontinued; that apprehension of the mentally ill be handled in City ambulances with plain clothes police officers accompanying such vehicles.

2. That the signing of orders for detention be removed from the jurisdiction of the County Clerk and placed under the jurisdiction of the District Attorney's office.

3. That the Board of Medical Examiners be entirely composed of psychiatrists; that efforts be made to substitute the employment of two (2) full-time psychiatrists for the four (4) part-time physicians, and that their services be made available to the Public Health Officer. This will substantially improve the psychiatric service to the Superior Court and the City and County Hospital.

4. That the present Health and Welfare codes be amended to enable apprehension of mentally ill persons by authorized representatives of the Public Health Officer.

5. That the Board of Supervisors be requested to consider the establishment of the office of Counselor of Mental Health.

It is recommended that study be given to establishing the qualifications and jurisdiction of this office by a joint committee appointed by the San Francisco Bar Association, the San Francisco County Medical Society, the Northern California Psychiatric Association, and a representative of the Presiding Judge of the Superior Court.

6. That a longer term assignment be established for the judge presiding in the Psychopathic Court.

7. That a copy of these recommendations be sent to his Honor, the Mayor, to the Board of Supervisors, to the Chief Administrative Officer, to the Presiding Judge of the Superior Court, to the judge presiding in the Psychopathic Department of that Court, and to the Public Health Officer.

Dated: October 8, 1956



WHEREAS, the 1956 Grand Jury of the City and County of San Francisco has had presented to it evidence of traffic in contraband narcotics within its jurisdiction, involving as its victims both adults and minors; and

WHEREAS, deaths of two residents of the City and County of San Francisco have occurred within the past sixty days as a direct result of intravenous injection of heroin; and

WHEREAS, the Legislature of the State of California, in regular session during the year 1951 added Section 11714 to the State Narcotic Act, Div. 10, Health and Safety Code, providing a minimum penalty of five years in the state prison for "Every person who hires, employs, or uses a minor in unlawfully transporting, carrying, selling, giving away, preparing for sale or peddling any narcotic, or who unlawfully sells, furnishes, administers, gives, or offers to sell, furnish, administer, or give, any narcotic to a minor, . . ."; and

WHEREAS, Section 11715.6 of the State Narcotic Act, Div. 10, Health and Safety Code, did provide during said year of 1951 that: "In no case shall any person convicted of violating Sections 11712, 11713, 11714, 11715, or of committing any offense referred to in those sections be granted probation by the trial court, nor shall the execution of the sentence imposed upon such person be suspended by the Court"; and

WHEREAS, the Legislature of the State of California, in regular session during the year 1953 amended said Section 11715.6 of the State Narcotic Act by providing for the granting of probation, or suspension of sentence by the trial court for all violators of said sections of said Act not previously convicted of any offenses described in Div. 10, Health and Safety Code (including Sec. 11501, added to the said Act by the 1953 Legislature); and

WHEREAS, the Legislature in regular session during the year 1955 permitted said Section 11715.6 of the State Narcotic Act to remain in full force and effect; and

WHEREAS, it is the consensus of this Grand Jury, as well as its firm conviction, that Sections 11714 and 11715.6 of the State Narcotic Act, Div. 10, Health and Safety Code, should be restored to their legislative meaning and purpose as enacted in 1951, to the end that the people of the State of California, particularly minors who are found within the confines of this State, receive the greatest possible protection against that segment of the criminal fraternity engaged in the illicit narcotics traffic, now, therefore, be it

RESOLVED: That the 1957 Legislature of the State of California be memorialized to enact appropriate legislation to the end that the provisions of Secs. 11714 and 11715.6 of the State Narcotic Act (including the added Section 11501), be strengthened and reinvigorated by restoring said sections of said Act to the position they occupied in 1951.

Dated: November 26, 1956



WHEREAS, the 1956 Grand Jury is of the opinion that an eleven-member commission is of a size to be unwieldy; and

WHEREAS, the meetings of the Library Commission are presently scheduled for one meeting each month, and this of necessity slows the speed of accomplishment, now, therefore, be it

RESOLVED, that this 1956 Grand Jury hereby requests that the Honorable Board of Supervisors take immediate steps to formulate a charter amendment to be presented to the voters at the next regular or the next special election, whichever shall come first, which will provide for a Library Commission of five members, one of whom shall be a member of the Planning Commission; and which will provide that the Commission will meet not less than twice each month, without compensation; and which will provide other changes appropriate to achieve these provisions and bring the Charter up to date.

Dated: December 3, 1956

WHEREAS, When and if the new zoning ordinance is adopted, appeals from the decisions of the City Planning Commission which now are taken to the Board of Supervisors, will be heard by the Board of Permit Appeals; and

WHEREAS, In the opinion of this Grand Jury variations from the established zoning requirements which are refused by the Planning Commission should not be easily reversed, now, therefore, be it

RESOLVED: That such appeals from the Planning Commission's decisions refusing variations from the zoning requirements should be taken direct to the Superior Court, and not to the Board of Permit Appeals; and be it

FURTHER RESOLVED: That this Grand Jury recommends to the 1957 Grand Jury of the City and County of San Francisco that special attention be given to this problem.

Dated: December 10, 1956

MAYOR

The mayor, like any head of a government, whether national, state or local, is pretty much in the public eye, and one either agrees with him or he doesn't. He is known not only by his own accomplishments, but also by the accomplishments of the commissions and others he appoints to head the various departments and boards of the city administration.

Mayor Christopher took office at about the same time as this Grand Jury. He has revitalized and speeded up operations of some of the city departments which had fallen into a state of lethargy. Other Grand Jury reports will show that he has been successful in improving at least some of the important departments and services of our city government.

Since Mayor Christopher has taken office, outstanding among his accomplishments is the fact that three rather large and important bond issues have been accepted by the voters by very comfortable margins; namely, the Hall of Justice bonds for \$20 million; the school bonds for \$27 million; and the airport bonds for \$25 million. No bond issue has been turned down by the voters. This in itself shows the confidence which the Mayor has inspired in the citizens of San Francisco in his one year in office.

The entire Grand Jury agrees that Mayor Christopher has been scrupulously honest, that he has given long hours to his job in a businesslike manner, and that his decisions have at all times been dictated by his unselfish judgment as in the best interests of San Francisco. We feel that with the experience he is accumulating he will continue to be a successful mayor.

The Mayor's office employs a staff of 23 people. Three of these, the executive administrator, confidential secretary, and stenographic secretary, are appointed. The remaining twenty, headed by the administrative assistant, are selected through civil service.

This staff has not been increased for the last seven years, which is a good measure of its efficiency. Whether or not it is adequate is best judged by the Mayor himself, and since he has not asked the Grand Jury for its assistance, it is to be assumed that, for the time being at least, his staff is adequate.

CHARLES FLEISCHMAN, Chairman

(MRS.) MARION EVERS

BENJAMIN MODGLIN

SUPERIOR AND MUNICIPAL COURTS: ADULT PROBATION

Adult Probation Department

Early in its term, the Committee recognized that the Adult Probation Department was attempting a herculean task without the personnel to accomplish it. In a field which holds the greatest hope for correction, the San Francisco Adult Probation Department was found to be operating under an unsurmountable manpower shortage.

Only through the loyalty of the staff and its willingness to assume responsibilities far heavier than those which were normally expected, and through the efficient and capable management of this department by its chief, Mr. John D. Kavanaugh, has this department been able to cope with its problems. After its first visit to the installation at 604 Montgomery Street, the Committee recommended, and the Grand Jury resolved, that the shortage of probation officers be called to the attention of the Mayor and the Board of Supervisors. It was recommended that a minimum of two additional probation officers be added to the staff immediately. The Chief Probation Officer had requested ten additional probation officers in the 1955-56 budget, and finally the two were allowed. These two officers now assist in handling the heavy caseload of the Municipal Courts.

The City and County of San Francisco presently has 20 probation officers and 8 stenographers to handle a caseload of 3656 probationers and prepare 4562 investigations per year, an average caseload of 183 per officer. The money collections made by the Adult Probation Department on court orders have risen 56% since 1950. The National Probation and Parole Association recommends a caseload of 75 probationers per parole officer. In a 1950 special report by the National Probation and Parole Association, it was recommended that the San Francisco Department have 32 probation officers by 1953 to service the predicted number of probationers. Today the caseload has increased 1000 probationers per year, or 33% above 1950; yet the staff has been increased by only 8 probation officers.

An insufficient number of supervisors has brought about "arm chair" supervision, with no provision for home supervision but a central office type of operation. This is one of the most regrettable but inevitable omissions resulting from such a numerically inadequate staff.

Another distressing aspect of this personnel shortage is that judges of the municipal and superior courts have had no alternative in some instances but to relegate to jail persons eligible for probation had there been adequate supervision available. These jurists, both in the press and otherwise,

(Adult Probation Department - continued)

have emphasized frequently the unfortunate and frequently inequitable consequences arising from the insufficient number of probation officers.

Alcoholics whom the courts place on probation become the responsibility of the Adult Probation Department. If suitable supervision were possible, this department could be of inestimable value in the rehabilitation of such persons. Experience has shown probation to be considerably more effective in most cases than jail terms, and much public attention has been focused on the desirability of such handling as opposed to the largely futile practice of imposing jail sentences. Steps have been taken by a committee, appointed by the Mayor, to alleviate an emergency situation in the disposition of alcoholic cases. In late October this committee recommended that four additional probation officers be added to the present staff. Chief functions of this augmented staff would consist of preparing case histories to assist judges in determining terms of probation. Such reports would include evaluation of rehabilitation possibilities in each case. These probation officers would provide guidance, counselling and supervision for alcoholics during probationary periods. Adoption of this recommendation by the Board of Supervisors would result in much tangible benefit for the community.

The Committee played a prominent part in the investigation conducted jointly by it and other Grand Jury committees on the operation of Women's Court, 10A. The result was the elimination of this facility, which initially had been established during war time to separate the novice offender from the veteran violator. The cost of continuing such a needless operation, with a caseload of 2 or 3 cases per day, was excessive and obviously unnecessary in peace time. Most of the women brought before that court were professionals with prior records. It proved no additional burden for the Women's Court at the Hall of Justice to handle these few additional cases on its calendar and for the City Jail at the Hall of Justice to accommodate those arrested.

The estimated saving to the city through the elimination of the Women's Court 10A was between \$60,000 and \$90,000 per year.

The two probation officers with separate offices at 101 Grove Street who formerly investigated women violators were subsequently assigned to augment the very small staff at Adult Probation headquarters.

Municipal Court

The Committee was extremely pleased with the situation that it found in the Municipal Court. Through the outstanding leadership of Presiding Judge Clayton W. Horn, and the capable supervision of Clerk and Secretary, Ivan Slavich, the business of this department has been handled in excellent fashion.

Superior Court

The able leadership of Presiding Judge Twain Michelsen has resulted in maximum efficiency in handling the tremendous caseload in the city. However, the judges of the Superior Court continue to operate under trying conditions. The Superior Courts of this city are continuously busy, and it is a tribute to the judges on the bench that the procedures are correctly and smoothly completed.

The Superior Courts are planning to employ the system of pre-trial procedure, commencing in 1957. Adoption of this procedure will result in elimination of many criticisms of our present court system. The great and ultimate objective of the pre-trial handling is to determine what issues are in fundamental dispute and to prepare the trial judge and counsel on each side for the best possible trial. It enables the judge to see to it that neither surprise nor technicality win the battle.

Pre-trial is valuable to the Trial Judge. It helps him to do a better job. Instead of going into the case without familiarization, he will have a thorough working knowledge of what the case is about and the bedrock issues involved.

Pre-trial is valuable to Jurors. The pre-trial is helpful in stripping the case to its essentials, which will do much to curtail recesses and other delays. If earlier settlement of cases is encouraged, the jurors will not be faced so often with the frustrating experience of the case being settled after their appearance in court.

Pre-trial is valuable to Witnesses. It will reduce the practice of bringing witnesses to court whose testimony is not used. Pre-trial agreement will eliminate the need for many witnesses.

Pre-trial is valuable to Litigants, because it saves them expense by elimination of assembling proof of features of the case that will not be in controversy at the trial. Shortening the trial saves legal fees and litigants' time.

(Superior Court - continued)

Pre-trial is valuable to Lawyers in the same way as that of other trial participants, with the added advantage of the lawyer making a more effective showing in a trial, thus achieving better results for his client, with less burdensome work and anxiety.

It is the Grand Jury's opinion that instituting pre-trial procedures will bring many advantages to the City and County of San Francisco. The calendar will be speeded up and much extraneous preparation and trial procedure will be avoided. The judges of the Superior Court are to be complimented for their support of this substantial improvement of judicial procedure.

The Superior Court Committee, as one of its major projects of the year, cooperated with the Health Department Committee in a study of the handling of the mentally ill in the City and County of San Francisco. Through the work of the two committees, the Grand Jury adopted a resolution recommending major changes in the organization and operation of the present systems for handling the mentally ill. It was resolved:

1. That the present practice of apprehension of the mentally ill by uniformed police officers in police vehicles be discontinued; that apprehension of the mentally ill be handled in City ambulances with plain clothes police officers accompanying such vehicles.
2. That the signing of orders for detention be removed from the jurisdiction of the County Clerk and placed under the jurisdiction of the District Attorney's office.
3. That the Medical Examining Board be entirely composed of psychiatrists; that efforts be made to substitute the employment of two (2) full-time psychiatrists for the four part-time physicians, and that their services be made available to the Public Health Officer. This will substantially improve the psychiatric service to the Superior Court and the City and County Hospital.
4. That the present Health and Welfare Code be amended to enable apprehension of mentally ill persons by authorized representatives of the Public Health Officer.
5. That the Board of Supervisors be requested to consider the establishment of the office of Counselor of Mental Health.

It is recommended that study be given to establishing the qualifications and jurisdiction of this office by a joint



(Superior Court - continued)

committee appointed by the San Francisco Bar Association, the San Francisco County Medical Society, the Northern California Psychiatric Association, and a representative of the Presiding Judge of the Superior Court.

6. That a copy of these recommendations be sent to his Honor, the Mayor, the Board of Supervisors, the Chief Administrative Officer, the Presiding Judge of the Superior Court, the Judge of the Psychopathic Court, and the Public Health Officer.

With the cooperation of the press, the method of apprehension by uniformed police officers has been changed and the mentally ill are now taken into custody by plain clothes officers accompanying an ambulance.

As a result of this Grand Jury investigation, early in 1957 the district attorney's office will assume the function of signing orders for detention. The county clerk's office has heretofore signed these orders.

The other recommended changes are being considered by the appropriate departments.

It is the recommendation of this Committee that the 1957 Grand Jury continue its interest in the direction of this resolution. Followup of the recommendations made by the 1956 Grand Jury will result in a more efficient, intelligent, and understanding approach to this major problem.

This Committee wishes to compliment Judge John B. Molinari, Judge of the Psychopathic Court, for his outstanding efforts in behalf of the mentally ill. His cooperation with this committee has enabled the Grand Jury to make a major step forward. Dr. Ellis Sox of the Department of Public Health is endeavoring in every possible way to effect better treatment for the mentally ill at the city and county level. We acknowledge with thanks the fine assistance of Dr. Sox.

WALTER S. NEWMAN, Chairman

JOHN THOMAS

FRED CASASSA



FIRE DEPARTMENT: DEPARTMENT OF ELECTRICITY

Department of Electricity

Your Committee on the Department of Electricity has had several conferences with the Chief of the Department, Mr. Donald O. Townsend.

The Department's Plant Yard is located at 264 Golden Gate Avenue on school department property which was acquired as a temporary site about 1914 or 1915. This property has long since been inadequate to efficiently serve their needs due to normal expansion in the Fire and Police Communications, Radio and Traffic Signal System, and the added responsibility placed upon them for maintaining the City's Parking Meter System aggregating 12,500 meters. The Traffic Signal System and the Radio programs call for considerable expansion in the immediate future.

At the present time, they are augmenting their facilities by the use of abandoned Fire Department property located at 462 Duboce Avenue. This property has been condemned and the Fire Department has recommended that the building be torn down and the lot cleared of all rubbish. They are also using all available space in the basement of their Central Fire Alarm Station to accommodate part of their Traffic Signal maintenance work, a highly undesirable situation from the standpoint of efficiency. The Administrative Office is located in the temporary building at 45 Hyde Street under the jurisdiction of the Library Commission and is also inadequate for their requirements, making it necessary that their office personnel be split between 45 Hyde Street and 264 Golden Gate Avenue. In addition to the vehicles of other departments visiting the Yard daily for the purpose of radio service, when the Police Radio program is completed there will be in excess of 425 City-owned vehicles equipped with radio, and more will be so equipped in the immediate future. This Department operates 33 cars and trucks in its daily maintenance work and in the course of future expansion additional vehicles will be necessarily added. Should various proposed expenditures be made in accordance with reports submitted by the Department of Public Works to correct hazardous and structural conditions evident in the property at 264 Golden Gate Avenue alone, \$170,000.00 would be required for this purpose. This would in no way provide the needed expansion for concentration of operations for efficiency sake.

Your committee reviewed the entire facilities of the Department and concurred with the recommendations of the previous committees of the Grand Jury. The Department requested the Department of Public Works to include in the 1956-57 budget under the Capital Expenditure Program the sum of \$796,000.00

(Department of Electricity. continued)

(based on Department of Public Works estimates) for a complete new Plant Maintenance Yard Facility, including Administrative offices. Of this amount \$556,000 would come from the General Fund and \$240,000 would come from the Special Road Improvement Fund due to the Department's function of operating and maintaining traffic signals. This item was approved by the Chief Administrative Officer, Mr. T. A. Brooks and was deleted by the Mayor, Hon. George Christopher. Your Committee contacted those concerned, with the view to restoring the budget requests in full or in part in order that some relief might be forthcoming to the Department of Electricity at the earliest possible date. The Board of Supervisors was very cooperative in the matter and an attempt was made to restore sufficient funds to provide approximately 50% of the project. However, it was felt that this amount was more than could be restored in the 1956-57 budget due to the already heavy budget estimates involved. The Department has had considerable expansion in recent years and is continuing to expand due to the growth of the City and the consequent additional services required of the Department. After considering all of the factors involved and the recommendations in previous Grand Jury reports since 1954, it is our opinion that this project should be realized at the earliest possible date and accordingly it is the recommendation of your Committee that the 1957 Grand Jury Committee be assigned to meet with the Chief of the Department of Electricity prior to budget hearings with the view of following through with the recommendation of the Grand Jury committees since 1954 with respect to this project.

It is further recommended that consideration be given to a Charter amendment which would change the name of this Department from the Department of Electricity to the Department of Communications and that the Department be made responsible for the communications of all City departments in a similar manner to the provisions under which the Department of Public Works is now responsible for the building maintenance of all departments. The Department of Electricity's prime function is now public safety communications in one form or another, it being wholly responsible, under the Charter, for Police and Fire communications. The present title, Department of Electricity, is misleading and is not descriptive of the true functions of the Department as they exist today. We believe that a change of title and the added responsibilities, as outlined above, will result in economy and increased efficiency of the communications of all City departments.

The Department of Electricity is most anxious to bring both of the following projects to completion at the earliest possible date in order that the Police Department may



(Department of Electricity - continued)

have the much needed radio communications system, and also to keep a commitment with the Federal Communications Commission to abandon the frequencies now occupied by the obsolete Police radio system.

1. Department of Electricity Central Radio Facility, Twin Peaks

\$152,000 was appropriated for this facility in the 1955-56 Department of Public Works budget. \$100,000 had been previously appropriated for the use of the Department of Public Works for constructing an observation plaza on the site of the proposed radio station. The two projects were consolidated, plans and specifications were completed, and bids called for in June, 1956. The bids received were in excess of the Department of Public Works Bureau of Engineering estimates and all bids were rejected. Plans and specifications were reviewed due to revised costs and a supplementary appropriation was prepared in the amount of \$143,000 for completing the joint project. This request is now being processed on its way to the Board of Supervisors for consideration. Funds should be provided without delay for the completion of this project, inasmuch as the installation of the highly important Police radio communications system cannot be completed until housing is provided for the base station facilities. Improvement in the efficiency of other city-owned radio systems is also contingent on the completion of this project.

2. Complete New Police Radio Communications System

\$230,938 was appropriated in the 1955-56 budget for the installation of a complete new Police radio system. Plans and specifications for this project were completed by the Department of Electricity in May, 1956. However, bids could not be called for and contracts let until something definite could be assured as to the completion date of the central radio station. As soon as contracts are awarded for the radio station, the Department of Electricity intends to call for bids for the Police radio system, timing the completion of the radio installation with the completion of the Central Radio Station.

The Committee finds that the Chief of the Department, Donald O. Townsend, is outstanding in leadership, experience, and progressiveness, and that he maintains a very high morale and degree of efficiency among his staff. Under the able direction of Chief Townsend, this department is doing excellent work in spite of the crowded conditions of the Department.

SYLVAN C. SPENCER, Chairman

RAY E. ALDERMAN

. ABRAM S. JAFFE

POLICE DEPARTMENT: CORONER

Police Department

Dating from February, 1956, when the new Police Commission and Chief Ahern took office, a sweeping reorganization in the Police Department has achieved the morale boost and increased efficiency which the Commission and Chief Ahern had promised. This proud, new look of the Department has resulted from a series of rapid personnel and policy changes effected by Commissioners Harold McKinnon, Thomas Mellon, and Paul Bissinger, Chief Ahern, Deputy Chief Thomas Cahill, and their top aides. Many of the reforms instituted will have an enduring beneficial effect on the Department.

Inasmuch as Mayor George Christopher is, in the end, responsible for the effectiveness of the Police Department, he should be complimented for his wise selection of commissioners and the absence of politics hindering them in the execution of their responsibilities.

A recapitulation of some of these major reforms follows. That these reforms were conceived and effected within a period of months offers testimony to the fresh, new life breathed into the Department, and to the zeal and effectiveness of the new organization.

Personnel

Supervisory personnel are now subject to stricter supervision. A shakeup, beginning in the uniformed ranks early in the year, culminated in the reorganization of the Inspectors' Bureau in October. Tighter discipline and increased efficiency have resulted. The new policy instituted by Chief Ahern, which stresses advancement on a merit basis rather than through favoritism and/or politics has brought an enormous boost in morale to uniformed personnel.

Chief Ahern called for the vigorous reorganization of the Inspectors' Bureau. Following the transfers of the chief of inspectors, the heads of the fraud, burglary and pawnshop details, and twenty-seven men, Daniel McKlem was appointed the new chief of inspectors. He ordered night duty for auto, thefts from auto, bunco, robbery, burglary, and sex details. At the same time he halted long-tolerated practices such as malingering and "ducking off" duty.

In November a long-needed new look was given to two problems that had become perennial. Chief Ahern required all personnel on "light duty" to be re-examined by the department physician. This review of some seventy officers resulted in the Commission recommending thirty retirements. In addition, civilian clerks will be hired to take over clerical jobs now handled by police officers.

(Police Department - continued)

These actions will materially increase the number of able bodied men available for police work and will help any survey have a realistic look at requirements for additional manpower.

New Police Building

As a result of the vigorous campaigning of the Police Commission and Chief Ahern for a \$19,475,000 bond issue, the voters, in June, approved the bond issue to construct a new Hall of Justice. This approval, in effect, constituted a vote of confidence in the new regime.

Intelligence Unit

Chief Ahern reactivated this unit for the purpose of liaison work with other cities in plotting movements and activities of racketeers and hoodlums.

Juvenile Delinquency

This problem was spotlighted by Chief Ahern's announcement that teen-age hoodlumism and vandalism were increasing. He immediately bolstered the staff of the police Juvenile Bureau and instituted a liaison arrangement with the School Department, youth agencies, and the Park-Recreation authorities. A city ordinance banning sale or possession of switch-blade knives was adopted and curfew regulations for juveniles were enforced. Already some physical facilities are being taxed to their limits. The problem of misbehaving youngsters is being brought under control.

Drunken Cleanup

Chronic alcoholics had long accounted for more than half of arrests made in San Francisco. In 1955, of 68,833 arrests, 3,709 were for drunkenness. This volume stemmed primarily from the repeated arrests of some 1,000 unfortunates. Chief Ahern eased the "revolving door" procedure of taking drunks to city prison to be released when sober. With the cooperation of municipal court judges, Chief Ahern instituted the policy of sending habitual drunks to the county jail at San Bruno. "Skid Row" has been cleaned up, and a special Mayor's committee studying a rehabilitation program for alcoholics is making progress toward a solution of this problem.

Vice

Bookmaking and prostitution are greatly diminished. The Bureau of Special Services (vice squad), prior to reorganization,

(Police Department - continued)

limited its activities to cases referred to it by district captains. Now it is charged with actively seeking out violations, while district captains are held strictly accountable for conditions in their command areas.

Cooperation With Other Agencies

Occasional "bookie" raids in San Francisco by internal revenue agents in the past emphasized the need for this program. A program of cooperation has been instituted with outside agencies, such as the Department of Internal Revenue, the Federal Bureau of Investigation, the Federal Narcotics Bureau, the State Attorney General, the State Department of Alcoholic Beverage Control, and other police departments.

The list of other innovations in the Police Department effected during 1956 would fill several pages. The entire recruit training program has been revamped with closer screening of applicants and more intensive training. Report writing procedures have been simplified. There is tighter control over cab drivers, dance halls, second-hand stores, pinball machines, and other businesses subject to police regulation, resulting from the strict new policy inaugurated in the police Bureau of Permits.

However, results of the reforms instituted under the new regime may best be seen in the carriage of the typical police officer. He carries his head high, his shoulders erect. He is now proud to be a member of the San Francisco Police Department.

Recommendations

1. That all city agencies concerned cut through red tape to effect, as rapidly as feasible:
 - (A) The erection of the new Hall of Justice.
 - (B) Modernization of the obsolete police radio-communications.
 - (C) Acquisition of the Police Department's mobile crime laboratory.
2. That the present five-year San Francisco residence requirement for police recruits be eliminated by charter amendment.
3. That traffic engineering be transferred to some other city agency. Police should be concerned only with enforcement of the traffic laws.

POLICE DEPARTMENT: CORONER

Coroner

The work of renovating the morgue, begun in April, 1956, will be completed, according to Dr. Turkel's estimate, by the end of 1956. Of the \$168,000 budgeted for this work, it is estimated that equipment costing approximately \$100,000 will be available for reinstallation at the new quarters for this department in the new Hall of Justice.

The work load of this department has remained fairly constant during the last ten years, averaging about 3,500 investigations and 2,400 autopsies per year.

The briefness of this report testifies to the efficiency of this department.

W. ALLEN EHRHARDT, Chairman

LYNN COE

GEORGE FREUND

CHIEF ADMINISTRATIVE OFFICER

During the current year this Committee has had several most agreeable meetings with Thomas A. Brooks, Chief Administrative Officer, during which time certain matters of civic government which are under Mr. Brooks' sphere of authority were discussed. Such inquiries as were made were answered promptly and with competence.

It should be noted that Mr. Brooks, who reached the compulsory age of retirement this June, has been requested by the Board of Supervisors to continue on in his present capacity to July of 1958. This is an extraordinary compliment, giving testimony to the excellence in which Thomas Brooks has administered his office with the many city and county departments falling under its jurisdiction. They are Purchasing, Public Health, Public Works, Finance and Records, Electricity, Real Estate, Coroner, Weights and Measures, and Agriculture.

Falling foremost among those matters yet to be done is the consolidation of city shops, for which there is surplus land available in that parcel bounded by Quint, Jerrold, and Hudson Streets. Currently the city operates three shops: No. 1 at 313 Francisco Street; No. 2 (now moved) at 11th and Bryant Streets; and No. 3, on the south side of California Street between Van Ness Avenue and Franklin Street. Shop No. 2 has been sold to the Hamm Brewing Co. for \$230,000, which sum has gone to the Land Fund to be reallocated where most needed. Shop No. 2 has been moved on a temporary (18 months) free-rent basis to 440 Chestnut Street, and it is hoped by Mr. Brooks to have this facility removed to the first of the several buildings yet to be built on the Quint and Jerrold Avenue site. This program will logically culminate with all shop functions consolidated here along with the Department of Electricity. In order to effect most efficient use of the City's labor to repair their scores of automobiles and trucks, many of which contain radio equipment, it is essential, of course, that the Department of Electricity join in its consolidation move.

This aforementioned program is well past the formative stage, and should be pressed to completion by the following grand juries.

In conclusion it must be said that the Chief Administrative Officer, with his minimal staff, tend to their many functions in an efficient, business-like manner, and to the best interest of the citizens of San Francisco.

WILLIAM S. BAGGE, Chairman

W. ALLEN EHRHARDT

ROBERT R. HALL

TRAFFIC

Traffic in a large city is somewhat like the weather -- everyone complains about it and no one does anything about it. However, we think that San Francisco has done something about it. With one-way streets, scientifically timed traffic signals, towaway streets, and the completed and contemplated freeways, the traffic situation has not gotten any worse, and that alone is an accomplishment. Actually, we believe the situation is considerably better.

In downtown San Francisco, Market Street is an effective "spite fence" through and across which traffic staggers rather than flows, and thus far no one has had the nerve to do anything about it.

With the advent of new freeways opening, new bottlenecks develop, and especially during the evening rush hours. We feel that at least some of these spots would be helped by the assignment of beat officers who can be spared during the rush hours. However, these officers should have had at least some traffic training.

In places where there are timed signals, they should not be operated manually. New York City traffic officers may move traffic against signals, but may never touch the signals themselves. This procedure should be given consideration in San Francisco.

CHARLES FLEISCHMAN, Chairman

W. ALLEN EHRHARDT

RAY E. ALDERMAN

PARKING AUTHORITY

The members of the Parking and Traffic committees have sat in with the Parking Authority and have conferred with the staff and board members, and have also followed their weekly meeting reports.

We find that the process is painfully slow and repetitious. We do not presume to put the blame on either the board or the staff, but somehow, some way should be found to speed up the process and get the garages built. Every delay (and there already have been too many) results in an increased cost of building and in business losses to our retail stores, and is an expense that we cannot afford.

Outside of Fifth Avenue in New York City, San Francisco has been the only large city in the United States in which the downtown retail district has managed to hold its own against suburban retail developments, and today it is one of the finest in the country. This is also one of the main reasons that San Francisco is so greatly attractive to tourists. It is necessary, because of our small area, that tax-wise, if for no other reason, the real estate values must be kept up. To do this it is imperative that the parking garages already planned and financed are completed without further delay.

It is also questionable in our minds whether the Parking Authority is necessary as an independent board, and whether it would not be better to have them clean up the work already layed out for them and transfer the entire parking processes to the chief administrator's office.

CHARLES FLEISCHMAN, Chairman

RAY E. ALDERMAN

W. ALLEN EHRHARDT

FIRE DEPARTMENT; DEPARTMENT OF ELECTRICITY

Fire Department

Your Committee on the Fire Department held several meetings with Chief of Department Frank P. Kelly, and on a later date met with Deputy Chief of Department Alfred J. Galli and Secretary to the Chief of Department Rudolf Schubert, reviewing the general activities of this department and the progress of the Firehouse Construction and Reconstruction Program under the 1952 Firehouse Bond Issue, which has been progressing very satisfactorily.

The Committee finds that the department is in excellent condition and operates efficiently under the guidance and management of the Board of Fire Commissioners, consisting of Messrs. Arthur J. Dolan, Jr., President, Walter H. Duane, and William Kilpatrick. The Chief of Department, Frank P. Kelly, who is now on sick leave, has been an outstanding, experienced, and progressive leader who has maintained a very high morale in the department.

Acting Chief of Department William F. Murray has just been appointed to that position by the Fire Commissioners, and we feel confident that he will direct the operations of our Fire Department in a competent manner.

One branch of the department, the Division of Fire Prevention and Investigation, deserves special commendation, your Committee feels. Under the able direction of Chief Carl F. Kruger it is doing excellent work in eliminating fire hazards throughout the city. Lieutenant George L. Kelley and his crew of investigators continue to operate with skill and intelligence.

The automotive equipment of the department as a whole is in good condition, but some of its large pumping engines are over age and in need of replacement. Your Committee feels that it is a false economy of the authorities in charge of the budget to curtail departmental requests for this needed equipment.

The Committee also inspected the various new firehouses being constructed under the previously mentioned bond issue, and finds that the work is still progressing satisfactorily and that the new buildings are modern, substantial, functional and pleasing in appearance.

The Committee noted with disappointment the fact that to date the department has not been able to procure a second fire boat, as repeatedly requested, and as certainly justified by the national importance of our harbor and the extent of our waterfront and the high values in shipping, cargoes and wharves

(Fire Department - continued)

involved. State control of San Francisco's important harbor has caused the city administration to deny responsibility for marine fire protection, and the State Board of Harbor Commissioners has indicated their willingness to provide a second fire boat to be operated by the San Francisco Fire Department, but so far have failed to do so, and it is seriously hoped that they will assume this rightful obligation without further delay.

SYLVAN C. SPENCER, Chairman

RAY E. ALDERMAN

ABRAM S. JAFFE

DISTRICT ATTORNEY, CITY ATTORNEY, PUBLIC DEFENDER

District Attorney

When the 1956 Grand Jury was impaneled in January, the District Attorney's office had just moved into its new quarters at 617 Montgomery St. This brought under one roof (with one exception) the various functions of the office. Previously, the Complaint and the Municipal Court Divisions had been located in the Hall of Justice; the Bureau of Family Relations and certain other departments had been located at 580 Washington Street, while the main office was to be found in very crowded quarters at 550 Montgomery St. The only division of the office not now located at 617 Montgomery Street is that of the Juvenile Court, which, from the nature of its duties, must be located at the Youth Guidance Center at 375 Woodside Avenue. This combining of the greater part of the departments of the District Attorney's office at one location will greatly promote the efficiency of that office and should substantially contribute to improved law enforcement in our City.

It was gratifying to this Committee when the voters of San Francisco in June of this year approved a bond issue for a new Hall of Justice, which will be located at Seventh and Bryant Streets. It is believed that this building will be ready for occupancy in about four years. When completed, the criminal courts and all criminal law enforcement agencies of San Francisco will be housed in a modern, fully equipped building. The proximity of the District Attorney's office to the criminal courts and to the Police Department headquarters will bring about a much smoother functioning of these departments.

The District Attorney's office has many important functions. In fulfilling its primary purpose, it prosecutes more than 1,000 felony cases and over 37,000 misdemeanor cases each year. It conducts a Bureau of Family Relations to which aggrieved persons may bring complaints in which the family relationship is involved. With regard to this department, the District Attorney's office believes that its most important duty is to keep the family intact and to insure proper support of dependent persons. When warranted by the facts, however, complaints are issued, arrests made, and prosecutions vigorously conducted.

The office also has an investigative unit set up to investigate cases of fraud under the Aid to Needy Children Act. This unit investigates all cases where application is made for aid to children for the reason they have been abandoned by one or both parents. These investigations have disclosed numerous fraudulent applications where responsible parents were well able to support their families. Through

(District Attorney - continued)

this department, the District Attorney's office saved well over \$500,000 to the City and County of San Francisco in 1955. This saving was brought about by compelling parents to take care of the necessary support and relieving the City and County from further financial responsibility. It is expected that an even greater saving to San Francisco will be effected in the calendar year 1956.

In addition, the office conducts a Complaint Division which hears complaints of citizens and causes warrants to be issued. Each year this division hears and acts upon several thousand such complaints, which range from comparatively minor matters to major felonies.

Among the other duties of the office is the maintaining of a Psychopathic Ward Department and a Juvenile Court Department. The District Attorney also acts as adviser and presents cases to the Grand Jury.

During the year 1956 and until November 15, the District Attorney presented more than 150 criminal cases to the Grand Jury for action. These hearings resulted in the return by the Grand Jury of 144 indictments, which covered a total of 225 defendants. These indictments, often containing more than one count, concerned the following felony charges:

Murder	18
Robbery	74
Burglary	45
Forgery	28
Grand Theft	54
Conspiracy	29
Narcotics	71
Miscellaneous felonies	<u>103</u>
Total	422

Your Committee has found both Mr. Thomas C. Lynch, the District Attorney, and his Chief Assistant District Attorney, Mr. Norman Elkington, to have been most cooperative during our investigative work concerning that office, and both they and their entire staff are to be commended on the thoroughly efficient manner in which their office is conducted.

R. ROY HALL, Chairman

WILLIAM BAGGE

RAY ALDERMAN

CONTROLLER, TREASURER, PURCHASER,
RETIREMENT BOARD, FINANCE AND RECORDS

Controller

The principal duties of this office is the accounting and budgeting work of various City departments, and the legal aspects of department expenditures, in compliance with the provisions of the Charter.

This work is carried on under the splendid leadership of Mr. Harry D. Ross.

Treasurer

The office of Treasurer must adhere strictly to the laws of the State of California as well as the City charter and ordinances. The Treasurer's office acts as a "bank" in that it is a depository organization for various monies and collections. In addition, this office must administer the records of the State Inheritance Tax for this County.

It may be well to note here, that the 1953 and 1954 Grand Jury Committee, seeing the need for adequate office space, recommended that tellers' cages with bullet-proof glass be installed; however this recommendation has not as yet been complied with.

The Controller's Office works in close proximity with the Treasurer's Office inasmuch as the Controller audits the books of the Treasurer annually.

The City of San Francisco is proud, indeed, to boast of its Treasurer, Mr. John J. Goodwin, who is one of its leading citizens. Mr. Goodwin is a man of highest integrity and outstanding ability to perform the duties entailed by his office.

Purchaser

The Purchaser, who operates under the City Charter, could be referred to as the "housekeeper," since its primary function is to purchase the supplies and equipment necessary to "furnishing" a large and complex municipality such as ours.

Retirement Board

In 1922 the Board of Supervisors established the above mentioned Department. It was established to provide fair retirement and death benefits for public employees and officers, be they appointed or elected. Throughout the years,

(Retirement Board - Continued)

various departments have come into this system; among these are the Police and Fire Departments of the City and the Unified School District.

This Department has run efficiently and capably for some thirty years and has rendered invaluable service to our great City.

Finance and Records

The Finance and Records Department is now under the control of the Chief Administrator and as such, it is incorporated within that Department.

JOHN THOMAS, Chairman

ABRAM JAFFEE

FRED CASASSA

COUNTY CLERK; PUBLIC ADMINISTRATOR; RECORDER-REGISTRAR

County Clerk

From a financial standpoint the past year has been outstanding. The fee revenue from services rendered has been the highest of any of the last five years. \$194,979 was realized from this source, which compares with \$189,406 for the 1954-55 fiscal year.

Most of this increase in revenue was realized in the Probate Department. This was due to a slight modification in the fee schedule, which now permits a minimum charge of \$1.00 for certified copies.

There was a slight decline in the filing of new civil actions. Also, they totaled 10,080 compared with 10,163 for the previous fiscal year.

New probate filings also decreased. 3,466 new matters were filed, compared with 3,569 for the fiscal year 1954-55.

The basement storage area of the County Clerk's office needs refitting with modern steel shelving to accommodate the transfer cases from the main office. If this work is completed, the storage capacity of the basement will be more than doubled. An appropriation of \$2,000 will be needed to start this re-fitting.

Public Administrator

An audit of the accounts and records of the Public Administrator and of the various estates in his hands for the period ending June 30, 1956 is now under way by Gino P. Cecchi, Certified Public Accountant, and his staff, under contract with the City Controller. We are informed that, with the exception of a few minor bookkeeping errors, no irregularities have been discovered.

Practically all of the old estates susceptible of closing have been closed and the excess of open estates on hand as mentioned in reports of previous years has been reduced to a reasonably satisfactory extent.

The permanent crew of this department appears to be sufficient in number, and, with recent revisions made by the Civil Service Commission, the positions are believed to be correctly classified. However, there is still need of temporary personnel in vacation seasons to enable the department to render adequate service. It is estimated that at least four months'

(Public Administrator - Continued)

employment of one legal stenographer should be provided annually. Mr. W. A. Robison was appointed Public Administrator in April, 1953, to fill a vacancy created by the retirement of Mr. Phil C. Katz. The permanent personnel consists of:

1 Public Administrator
3 Attorneys at Law
2 Estate Investigators
2 Bookkeepers
8 Legal Stenographers and Typists
16

The Public Administrator of Los Angeles County, which handles approximately twice as many estate matters, employs a staff of approximately sixty persons, or almost four times as many as San Francisco.

The entire crew of this office is on a straight salary basis. The fees of the Public Administrator and his attorneys derived from the probating of estates are paid into the General Fund of the City and County of San Francisco. Revenue of the department for the year ending June 30, 1956 has exceeded that of any previous year, being more than \$195,000. The best previous year was 1951 when revenues amounted to \$166,311. Following is a comparison of the past five fiscal years:

<u>Fiscal Year ending June 30</u>	<u>Number of New Estates</u>	<u>Gross Revenue -- Fees of Adminis- trator and his Attorneys</u>	<u>Total Operating Expense</u>	<u>Net Operating Profit</u>
1952	445	\$144,856	\$71,481	\$73,375
1953	496	108,133	70,207	37,926
1954	513	120,613	79,140	41,473
1955	514	160,006	84,118	75,888
1956	498	195,508	90,236	105,272

We have made inquiry of most of the large counties of California, and it appears that the Public Administrator of San Francisco is the only one in the state making a net operating profit.

GEORGE P. FREUND, Chairman

SYLVAN C. SPENCER

JOHN J. THOMAS

PUBLIC UTILITIES

This Committee, soon after its appointment, met with Mr. James H. Turner, Manager of Utilities, and some of his staff for a general discussion of the Department's activities and plans. During the year the Committee has reviewed all minutes of the Public Utilities Commission's meetings and has held several conferences with Mr. Turner and the managers or directors of the individual utilities.

The Grand Jury as a whole made inspection tours of the International Airport, the Municipal Railway properties, some of the Water Department properties, and the Hetch Hetchy project, so as to become familiar with their operations and problems. These inspections and other observations lead us to conclude that means should continue to be made available for the Department to tell the story of the various utilities to the citizens of San Francisco and to keep them informed of the functions, operations, and developments of their Utilities Departments, of which they can well be proud.

Budget

Early in the year the Committee reviewed the proposed 1956-57 budget for the various public utilities, and in our opinion it was prepared and presented in a good manner, although we did not feel qualified to criticize the individual items therein.

Water Department

Late this year a general management survey by a private management analyst firm, looking toward possible improvements in operation, management and over-all economies was begun in this department. This is understood to be on a pilot study basis (which may later be extended to other departments), and we commend the Commission on this action.

We believe one of the results of this study will be a recommendation that new facilities be provided to replace the department's present crowded and run-down corporation yard, which but for this pending study would be a recommendation of this Committee.

Greater income can result to the City from rental of Water Department (City-owned) farm lands around Sunol if the land can be leased on an irrigated rather than on a non-irrigated basis. There seems to be no question that adequate surplus City-owned water, other than from Hetch Hetchy, is available for this purpose, so that the provisions of the Raker Act would not be violated. This Committee recommends, therefore, that speedy action should be taken in this matter.

(Public Utilities - continued)

Bureau of Engineering

Like most firms using engineers, the City Utilities find it difficult to employ and keep qualified engineers. The \$54,000,000 Powerhouse bond issue passed last year, and the \$25,000,000 Airport bond issue approved by the voters on November 6, require considerable work to be done by City engineers over and above work contracted for with outside consulting engineering firms. Conditions being what they are, it seems logical that the City must employ outside firms for as much of this work as possible.

In prior years consideration has been given to having a central engineering building or office to house engineers from all City departments, including the various utilities departments. Keeping in mind that the Public Utilities' Bureau of Engineering has men scattered in four different locations about the City, this idea of a central engineering building or office is worthy of further consideration for perhaps some procedure could be worked out for assignment of work loads of all City engineering departments to meet peak demands.

Space

Like many other City departments, some of the utilities departments have space problems; and although we have received no specific suggestions or criticisms from any of these departments, it is believed that more efficiency could result if adequate work space were made available in all instances.

Municipal Railway

We feel confident that every effort is being made by Management to effect operating economies without reducing needed service, and also to effect safety measures which will reduce accidents and resultant accident claims. It is the Department's established policy that adequate service shall be maintained even though tax subsidy is required.

With a 5% average annual drop in riders since the end of World War II, the tax subsidy has continued to grow, in spite of effected operating economies. An encouraging sign, however, is that of late the percentage drop is reducing, and since July 1, 1956, it has been running under 2%.

We have confidence that the Management will take every necessary reasonable step to provide continued good service, increase income, and reduce or perhaps eventually eliminate the tax subsidy.

(Public Utilities - continued)

International Airport

This Committee, and the Grand Jury as a whole, held several conferences with Mr. Turner, Mr. Butler, and members of their staffs, to review the proposal by the Public Utilities Commission asking San Francisco voters to approve the \$25,000,000 bond issue for expansion of airport facilities to accommodate jet airliners and the rapidly growing passenger and cargo traffic. The Grand Jury then endorsed this bond issue and its approval by the voters on November 6 will make it possible for the airport to keep pace as one of the best--if not the best--in the country.

We believe the management of the airport to be efficient and note with pleasure their statement that with the improving financial picture, and in spite of heavy bond debt retirement, it is expected that the airport will be paying its own way without tax subsidy in a relatively few years.

Hetch Hetchy Project

From conferences between this Committee, Mr. Turner and his staff, and from the inspection trip of these properties by the Grand Jury as a whole, we conclude the following:

- A. Basic plans made years ago insure the City of San Francisco an adequate water supply with supplemental power supply for many years to come.
- B. Well planned expansion of the system financed by recent bond issues provide for immediate future needs.
- C. The present management is capable and efficient in the operation of present facilities, and is farsighted in their plans for the future.
- D. Present management and the Commission have a cooperative attitude with other cities in California that are less fortunate with respect to their future water supplies, which attitude should prove beneficial not only for San Francisco, but also for other California cities.

In concluding this report, this Committee wishes to extend to Manager of Utilities Turner, and to the managers and directors of the various Public Utilities departments, their thanks for most cooperative and courteous treatment. We wish also to state that in our opinion the Public Utilities are under an efficient Commission with efficient management and with close scrutiny by audits. We do not hesitate to compliment all involved for the businesslike manner in which their operations are conducted.

RAYMOND E. ALDERMAN, Chairman
LYNN S. COE
MAURICE E. COFFEY

CIVIL SERVICE; CITY PLANNING; WELFARE BOARD; ART COMMISSION;
LEGION OF HONOR and OTHER COMMISSIONS

City Planning

During the year this Committee met with Mr. Paul Oppermann, Director of Planning, his staff, and the members of the City Planning Commission.

It is our considered opinion that the citizens of the City and County of San Francisco are not informed or kept properly informed as to the great importance of this Department and the splendid service it is rendering, despite lack of funds and much needed personnel.

As we see it, their task is a most complex one; for hardly is an idea advanced requiring a physical change in the face of the City that is not thrown into their laps for study and planning.

In their planning they must, by good reason, be guided by the Master Plan (acclaimed by visiting city planners from all over the world as equal to the best) to preserve the cultural, architectural and beautifying aspects of our beloved City. Hence, what with the terrific increase in population and the diminishing available land during the past eight years, particularly as a result of the recent new freeways, and the necessity to dovetail with the ideas of, or be overruled by, the other departments of the City, they are compelled to function under the handicap of a manifold of problems and complexities. In the face of which their performance is, and has been, an outstanding one.

As an illustration, we list below some of the more important projects the Department of City Planning is currently working on.

1. Redevelopment Area E (Old Produce Market). Consultants are now working on the preliminary plan for this \$100,000,000 redevelopment project.
2. Ferry Building Park - Adjacent to Area E, and important because of its effect on Area E and the foot of Market St.
3. Redevelopment Area D (South of Market). They are fighting to keep alive this project to clear out some of the worst residential blights in San Francisco and provide badly needed room for industrial and commercial growth.
4. New Zoning Ordinance. A comprehensive new zoning ordinance has been in preparation for a number of years and

(City Planning - continued)

is now before the Board of Supervisors. With a maximum effort this may become law within six to twelve months.

5. Civic Center Master Plan. Funds have been provided and work is finally under way to plan an organized and effective Civic Center to provide for orderly and efficient expansion of City, State, and Federal facilities during the next twenty years.
6. Freeways. (Western, Southern, Central, Embarcadero, etc.) Public interest requires that they devote a great amount of their time reconciling traffic demands with the preservation of the beauty and character of our City.
7. Redevelopment Area (South Basin). They are still attempting to develop this area as a new produce area or an industrial park.
8. Capital Improvement Program. This time each year they undertake their three-months study of municipal capital improvements proposed for the next six months.
9. Urban Renewal. They are endeavoring to keep the Workable Program (required by Federal law) from lapsing, and to prepare a new Housing Code, and to prepare rehabilitation projects for areas such as the Western Addition between Post and California Streets.
10. Interior Greenbelt. To preserve the remaining park spots and strips for viewing and trails in the Twin Peaks-Sutro Forest area. Very strong support for this, but some public money is required.
11. Bayview Area and Tidelands. Another large study in progress requiring more funds and personnel than they have available at this time.
12. Local Rapid Transit and Bay Area Rapid Transit. Two important interrelated problems which they are attempting to expedite.

The above list is far from complete, for there are many other important, though smaller, projects assigned to this staff.

Their problems are further aggravated because during the past eight years they have been unable to add to the number of employees so desperately needed in their Department, despite the steady and now increasing work load.

(City Planning - continued)

- A. Salaries in San Francisco are not high enough to attract competent new people, in view of the nationwide shortage of qualified city planners.
- B. Often the planning efforts of the Department are subject to opposition and even ridicule by uninformed members of City government, or do not receive sufficient co-operation and implementation from the executive departments.
- C. To cap it all, they are handicapped by a serious lack of public understanding when public understanding in the best interests of our City is so sorely needed. All this is due to lack both of funds and personnel to aid them in their attempts at public education and acceptance of planning.

Therefore, after due study, this Committee recommends that most serious thought be given to all of the items as incorporated above, and that steps, prompt and in quickest time, be taken with fullest cooperation and effort to remedy the situations so hampering to the welfare of our City, and thus make it possible for the Department of City Planning to continue, and in even greater measure, the splendid job they are doing for our great City and County of San Francisco.

In conclusion, we highly commend Roger D. Lapham, President, Robert F. Lillienthal, Vice-President, and every member of the City Planning Commission for the devotion, diligence, and dedicated effort in their endeavors to promote the best interests of our City.

To Paul Oppermann, Director, and every member of his staff in the Department of City Planning, our sincere thanks for the great job they are doing in these trying times under most difficult handicaps, and best wishes for their continued, and even greater, success.

ABRAM S. JAFFE, Chairman

ROBERT R. HALL

CHARLES FLEISCHMAN

DISTRICT ATTORNEY; CITY ATTORNEY; PUBLIC DEFENDER

City Attorney

The City Attorney, Mr. Dion R. Holm, is the chief civil legal officer, and represents the City and County of San Francisco and all of its officers and departments in all legal matters of a civil nature.

These matters include representation in all the many actions brought either by or against the City and County, the preparation of all bond issues involving the City and County of San Francisco and the Unified School District, the preparation and approval of all contracts and of all ordinances and resolutions of the Board of Supervisors, as well as the rendering of formal opinions to all officers and departments of the City and County of San Francisco.

The departments represented by the City Attorney's office include the Public Utilities Commission and all the departments under said Commission, which include the Airport, the Water Department, the Hetch Hetchy System, the Municipal Railway, and the Bureau of Light, Heat and Power (all of which represent a multi-million dollar investment of the City and County of San Francisco), the Department of Public Works, the Health Department, the Recreation-Park Department, the Redevelopment Agency, and the Parking Authority.

One of the most important duties of the City Attorney is that of advising the Mayor, all elective officials, appointed commissioners and heads of departments on legal matters, and in the fiscal year ending June 30, 1956, 123 such written legal opinions were rendered by the City Attorney. Most of these opinions involve extended research on important questions of municipal law, and represent a great amount of the work actually done by the City Attorney's office.

Actions are filed against the City and County of San Francisco at the rate of approximately two per day. Much of the litigation is in the tort field, arising particularly out of the operation of the Municipal Railway, but also involving the sidewalks and streets of the City and County of San Francisco, and the operation of many of the other departments of the City. In the last fiscal year, 1955-56, 421 cases were tried, settled or dismissed arising from the operation of the Municipal Railway, and 710 such actions were pending at the close of said fiscal year. As to the sidewalk and street cases, 45 such cases were tried during the fiscal year wherein the total amount claimed was \$657,234 and the amount paid out by the City was only \$16,298, indicating payment of only 2 1/2% of the total amount claimed.

(City Attorney - continued)

Much of the other litigation of the office involves matters arising in civil service, from City contracts, from tests as to legality of actions of the Board of Supervisors, and other similar matters.

All bond issues submitted to the electorate of the City and County of San Francisco are prepared by the City Attorney.

The inadequate staff numerically, and the physical conditions of the City Attorney's office, your Committee feels should be definitely improved upon. They have a staff of 31 attorneys, one of whom is part-time. In view of the vast amount of legal work handled by that office, a definite increase in the staff is necessary if the work is to be handled expeditiously and with dispatch. Because of the limited staff, there have been unavoidable delays at times in the processing of matters of great importance to the City, and there has been a backlog building up of certain matters, as the staff has been unable to properly attend to them due to the great volume of work.

As to the physical plant of the City Attorney's office, much could be said in this report, and there is a great need for urgent action in this regard. The reception room, the PBX board, the file room, and the library are all situated in one of the corridors of the City Hall which has been blocked off at both ends. The library serves as a corridor to about half of the offices of the City Attorney's office as well as a waiting room for prospective witnesses who are in attendance waiting to be called upon to testify in court. In addition, most of the attorneys are quartered two to an office, and in one of the large offices there are six attorneys. As to the secretarial staff, in one of the average size rooms there are located seven stenographers. On various occasions plans have been discussed for the securing of additional space, but, unfortunately, to date such has not materialized.

By way of summary, your Committee wishes to report that its investigations reveal the office of the City Attorney is conducted in a most efficient and businesslike manner; that the City and County of San Francisco has received very fine representation from Mr. Dion Holm and his staff in all legal matters, and that action should be taken immediately to provide that office with an adequate staff and quarters.

DISTRICT ATTORNEY; CITY ATTORNEY; PUBLIC DEFENDER

Public Defender

Prior to last year the Public Defender's office was not permitted to represent defendants in misdemeanor cases. However, in early 1955 legislation was approved which enlarged the scope of this office, providing the services of an investigator to aid the deputies in the defense of their cases.

An investigator's duties are comparable to those of investigators employed in any private law office; namely, to locate, interview and secure signed statements from witnesses, in addition to making field investigations of cases assigned to him by trial deputies. In certain cases it is impossible, without an investigator, to ascertain the true facts; whereas upon investigation the deputy can determine from the data accumulated (regardless of whether the information discovered proves unfavorable to the accused) the guilt or innocence of the defendant.

It is interesting to note the savings that are accruing to the City and County of San Francisco as a result of acquiring the services of such an investigator. We have found that during the past fiscal year there were at least ten instances in which defendants were discharged by the district attorney and the arresting officers after an investigation had been made by the investigator from the public defender's office. It is the consensus that without the information which was supplied by the investigator, these people might have been convicted of the crimes with which they were charged. That, of course, would have entailed a jury trial, and when you consider the fact that it costs approximately \$150.00 a day for jury fees in municipal court criminal cases (every juror who appears in these cases is paid \$5.00 a day whether he serves as a juror or not), together with other costs of approximately \$190.00 a day for bailiffs, court clerks, the judge's time, the district attorney's time, and the public defender's time in trying actual jury cases, it is most obvious that considerable savings have resulted.

In view of the vast number of cases handled by the Public Defender's office, there is no question but that there is need for an additional investigator in order that more cases handled by the deputies might be investigated. It is impossible for the deputies to handle the caseload they are now handling and at the same time personally investigate, prepare, and try the cases as thoroughly and completely as is required, and as should be done. It seems to your Committee, therefore, that it would be an economical move to authorize another investigator. Los Angeles County, for example, has five investigators operating

(Public Defender - continued)

and working with their public defender's office.

This office is still handicapped in that the secretarial situation has not been solved, and the Public Defender has no confidential secretary. The services of such a secretary would greatly aid the efficient operation of this office, due to the fact that, by law, communications between a client and his attorney are confidential, no matter how indigent the client.

The quarters now occupied by this office are an improvement over the previous, but still are inadequate; however, this condition will be remedied when the new Hall of Justice is ready for occupancy.

Your Committee believes that the Public Defender, Mr. Edward T. Mancuso, is to be congratulated on the excellent job his office is doing, and complimented on the splendid Annual Report submitted by him for the fiscal year ending June 30, 1956, which bears out his contention that the records now maintained by his office are thoroughly accurate and complete in every detail, and are the best ever to be available through that office.

R. ROY HALL, Chairman

WILLIAM BAGGE

RAY ALDERMAN

PUBLIC WORKS

The Committee made several visits to the office of the Director of Public Works, Mr. Sherman P. Duckel, and found the department operating in a most efficient manner. All inquiries were promptly answered, and Mr. Duckel was most cooperative and congenial on all visits. The entire Grand Jury was invited to inspect the facilities and yards of this department, and found them to be functioning as well as can be expected under existing conditions.

The Department is divided into nine separate bureaus, operating under the supervision of Mr. Sherman P. Duckel, Director, and his two Assistant Directors, Mr. R. Brooks Larter, Administration, and Mr. Lawrence J. Archer, Maintenance and Operation.

The nine bureaus and their functions are: Accounts - controls budgeting and fiscal activities; Architecture - is responsible for design and construction of new and the modernization and alteration of old, City-owned buildings; Building Inspection - reviews plans and inspects construction of private buildings in the city; Engineering - plans, designs and inspects construction of public improvements, such as streets, tunnels, sewers, traffic signals and channelization; Building Repair - furnishes labor and material for maintenance and repair of 314 City-owned buildings and public school buildings; Sewer Repair and Sewage Treatment - maintains and repairs the city's sewage system and operates three sewage treatment plants; Street Cleaning - services all streets, underpasses, stairways, dumps and City-owned lots; and Street Repair - maintains and repairs City streets, tunnels and bridges.

The work of the Department during the fiscal year ending June 30, 1956 increased about 15% in construction activities over the previous year. The increase was due to the construction program under the 1952 Firehouse Bond Issue and the 1954 Bond Issues for the Laguna Honda Home and the San Francisco Hospital. The value of the contract work under the Bureau of Engineering decreased 23%, while that under the Bureau of Architecture increased 31%.

Work volume in the Maintenance and Operation Bureaus increased about 10%, primarily due to the stepped up public building maintenance program.

Bureau of Accounts

This Bureau controls the budgeting and fiscal activities of the Department. It is the point of origin of documents dealing with the disbursement of funds and their guidance

(Public Works - continued)

through required procedures until final liquidation. Operations include payrolls, personnel records, field time-keeping, purchase order requisitions, storeroom and inventories, work orders, gas tax subventions, cash revolving fund, and budget preparation and control.

Bureau of Architecture

This Bureau is concerned with all new and existing buildings which are under the jurisdiction of the Department of Public Works. It is charged with the responsibility of the design and construction of new City buildings, and the modernization, remodeling and large maintenance projects of existing buildings. The activities of the Bureau may be divided into two separate but related functions: the preparation of drawings and specifications, and the supervision of construction. The newly formed Architect-Engineer Survey Team inspects the condition of public buildings and catalogues necessary repairs and improvements, thereby saving the taxpayers thousands of dollars. Previously, public buildings have been left to deteriorate to a point where major improvements became necessary.

The Bureau also supervises programs and checks estimates and specifications of all civic work done by independent architects who have been commissioned by the City to design and prepare plans and specifications for such work.

Work under the Bureau of Architecture during the year amounted to \$9,996,000 worth of projects, such as schools, firehouses, libraries, and other public building improvements. In this total is included the amount of \$4,000,000 for 14 projects at San Francisco Hospital and Laguna Honda Home with funds from the 1954 bond program.

Bureau of Building Inspection

For the purpose of ensuring compliance with City ordinances, this Bureau reviews plans and inspects construction and installations involving structural, electrical and mechanical work throughout the City.

The Bureau of Building Inspection processed 9,445 permits for private construction work valued at \$71,692,000 during the past fiscal year. Considerable progress was made in the examination of buildings in the city-wide rehabilitation program, resulting in the repair or demolition of many buildings.

The Central Permit Bureau

The principal functions of this Bureau are the reception and recordation of various permit applications and the processing of same, including the collection of permit fees.

(Public Works - continued)

The statistics of the Bureau follows:

	<u>1955-1956</u>	<u>1954-1955</u>
Total personnel	10	10
Total amount of permit fees and deposits	\$578,166	\$583,459
Total number of permits issued	51,864	46,269

Bureau of Engineering

The work of this Bureau consists of general engineering, planning and services, all of which is of continuous nature and financed from the general tax fund. In addition, work is done in the planning, designing and supervising of construction of public improvements and certain types of maintenance for other departments of the City, as well as the Department of Public Works. Work in this latter category is financed by bond issues or fund transfers from various departmental funds.

In general services, the Bureau posted 1,612 field notices; checked and approved plans for 3 new subdivisions; inspected sidewalks on 39,810 lot frontages; issued 13,107 notices to construct or repair sidewalks; approved 12,987 excavation permits; investigated 198 damage claims filed against the Department; made 235 surveys; prepared 8 maps of public building sites; and performed 1,319 laboratory tests.

Maintenance and Operation Bureaus

The maintenance and operation activities of the Department are accomplished by the Bureaus of Building Repair, Sewer Repair, and Sewage Treatment, Street Cleaning, and Street Repair.

Bureau of Building Repair

This Bureau provides labor and material for the maintenance and alterations of 314 City-owned buildings under the control of the Department. Similar services are performed for the School Department and other City departments under a work order procedure. This Bureau also provides operating personnel, such as operating engineers, janitors, and elevator operators for the City Hall, Health Center, Hall of Justice, Emergency Hospitals, Police Stations and Fire Houses.

Sewer Repair and Sewage Treatment

This Bureau maintains and operates the sewerage system of San Francisco, which includes approximately 800 miles of sewers, 14 sewage pumping stations, 3 sewage treatment plants and a gas detection crew.

(Public Works - continued)

Bureau of Street Cleaning

This Bureau services 1,640 curb miles of streets; 87 miles of center island curbs; 6 underpasses; 35 sets of pedestrian stairways; 3 City-controlled dumps; City-owned lots; parades; and miscellaneous special assignments.

The Bureau of Street Cleaning assumed control of the Street Tree-Planting Program on July 1, 1955. The expense of this program is chargeable to gas tax funds, but due to inadequate gardener employments it has been necessary, in order to maintain plantings at a minimum acceptable level, to use laborers temporarily from general tax fund street cleaning assignments to help in this work. Although they received three additional gardeners over the previous year, they are currently three gardeners short of requirements to properly care for existing plantings.

Bureau of Street Repair

This Bureau maintains and repairs the 820 miles of city streets, including pavement, curbs, and stairways. In addition there are maintained and operated 3 lift bridges, Broadway Tunnel, asphalt plant and granite curb yard. There are 74 pieces of City-owned equipment, and 7 hired trucks, with operators, used in these operations.

RECOMMENDATIONS:

For increased efficiency in the maintenance yard operations of the Department of Public Works, the 1956 Grand Jury Committee recommends:

1. Elimination of the present warehouse and stockyards at 15th and Harrison Streets. The consolidation and enlargement of the present warehouse and maintenance yard at 2323 Army Street. This would save the expense of useless trips of about four miles between the two locations, and would return the Harrison Street property to the tax rolls through its sale.
2. Improve the old incinerator site, adjoining the maintenance yard, by provision of store-keeper supplies for all bureaus.
3. Alter present facilities in main yard to permit needed expansion of the Locksmith Shop, Cement Shop, and Electrical Shop.

(Public Works - continued)

4. Provide assembly shed for the Bureau of Building Repair for the collection and assembly of the numerous materials received from vendors for specific jobs.
5. Provide a carport for the 19 light trucks under purchase order as replacement to a like number of hired trucks.
6. Streetside planting area work should be entirely supported by gas tax funds and not by general tax funds. Temporary use of laborers results in decreased services for necessary street cleaning. Laborers, when assigned to garden duty, are working outside of their classification. Generally they have less knowledge and experience in garden requirements, and earn about \$3.10 per day more than gardeners at the entrance rate.

In conclusion, the Committee feels that Mr. Duckel's department is being operated in a most satisfactory manner, and commends him and his staff on their fine work.

FRED J. CASASSA, Chairman

BENJAMIN MODGLIN

CHARLES FLEISCHMAN

SHERIFF; BOARD OF SUPERVISORS

Sheriff

When the 1956 Grand Jury took over its duties, the late Daniel Gallagher was Sheriff. It was this committee's good fortune to have met with him early in the year. His passing was a real and deep loss to the people of San Francisco.

He was keenly interested, and wholly dedicated, to doing an efficient job. With every available means at his disposal he improved his facilities and the conduct of the routine. There was every humane consideration of his prisoners, at the same time a complete awareness of his responsibility to the community.

While touring the detention facilities of County Jail No. 2 under the guidance of Sheriff Gallagher, it was observed that there was dual detention facilities for prostitutes held under Court 10A, which court had facilities and court procedure at 101 Grove Street, in the Health Center Building. This dual detention necessitated the time and effort of at least eleven persons, plus the extra facilities, for an average case load of less than two a day, at an estimated cost of \$90,000 a year. It was determined that this was an outmoded facility, its need having terminated with the ending of World War II. In coordinated effort with the Courts Committee of the Grand Jury, facts were assembled and a resolution formulated and presented to the Presiding Judge of the Municipal Court, Clayton Horn, urging the consolidation of Court 10A with Court 10, and the closing of the separate facilities at 101 Grove Street. Judge Horn decreed that it be closed on June 1, 1956. This Committee recognizes and appreciates the assistance of the Judges of the Municipal Court, the District Attorney's office, the office of the Chief of Police, the Probation Department, and the Department of Public Health, in assembling the facts.

On our visit with the late Sheriff Gallagher to County Jails #2 and #4 at San Bruno, we were impressed with the fine results accomplished with limited facilities and the obvious benefits of the Farm life to the inmates, and also the benefits from the farm products which contribute to the maintenance of the prisoners.

The problem of recidivism is a continuing one. The solution of this problem is incumbent upon the community, and not upon the sheriff or the jail system.

Former Supervisor Matthew Carberry was appointed Sheriff on May 10, 1956, to fill the unexpired term of the late Daniel Gallagher.

(Sheriff - continued)

On July 20, 1956, Chief of Police Frank Ahern established the policy of picking up "Skid Row" alcoholics and vagrants and holding them for court hearing and jail sentence, to replace the former system of the so-called "Revolving Door" policy for handling drunks. The natural sequence of this program was overcrowding of County Jail #2 due to the extension from overnight or over week-end, to 29 plus days. On occasion, sleeping cots are used in the corridors, creating a hazard.

As of June 1, County Jail #2 had 412 inmates. As of September 1, 1956, the county was 591. Needless to say, this tremendous increase of prisoners has brought about a multiplicity of problems, such as the need for additional jailers at night. We found only two jailers and a night captain on duty. In the 1956-57 budget, Sheriff Gallagher requested the added service of eight jailers, with five assigned to County Jail #2. This request was disallowed. In our opinion these positions are necessary.

Increase in the amount of money needed for food alone amounts to \$90.00 per day. A terrific burden on medical care has been imposed because the type of prisoner (alcoholic) is usually in poor health and physical condition, and is a medical risk requiring hospitalization rather than imprisonment. Extreme delirium tremens is common. Sheriff Carberry, with the cooperation of the jail physician, has been pursuing a policy of increasing the scope of medical examinations of all inmates, and he should be encouraged in this undertaking.

Segregation of prisoners is needed. Also increased dental care, care of the tubercular, and care of the chronically ill is needed. A first step in this direction has been made by an effort to establish a rehabilitation farm for seventy men at the Hassler Health Farm in Redwood City.

The problem of the alcoholic is a national social problem, and is far too great to be solved at the level of the county jail. In this direction it should be acknowledged that a Citizens' Committee of fifteen members has been appointed by Mayor Christopher to speed a rehabilitation program for chronic alcoholics. It will work with a technical committee of civic officials. Sheriff Carberry is chairman of both groups.

It is the thinking of this Committee that in setting up the facilities in the new Hall of Justice, it might be well to plan for consolidation of services to prisoners, such as kitchen, laundry, medical services, etc., in order to effect an economy for the taxpayers. The joint services could be paid for on a pro-rata basis.

(Sheriff - continued)

Sheriff Carberry is following the practice of his predecessor in returning to the General Fund all fees for transportation and custody of prisoners held for other jurisdictions.

We of the Committee believe that San Francisco is fortunate in having in its service the high caliber of personnel we have found in its institutions.

Board of Supervisors

We asked for an audience with the members of the Board of Supervisors, and were gratified to meet with those who were able to attend.

It seemed to be their feeling that their part-time services should be augmented by full-time assistants. It is the feeling of this Committee that fewer Supervisors on a full-time basis would be preferable.

MAURICE E. COFFEY, Chairman

(MRS.) MARION F. EVERS

SAMUEL M. MARKEL

COUNTY CLERK; RECORDER-REGISTRAR; PUBLIC ADMINISTRATOR

Recorder

This Committee obtained a complete fiscal report from the Recorder for the year ending June 30, 1956.

The most significant fact is that the surplus over expenses amounted to \$68,715.31. Mr. Toomey, the Recorder, informed us there are no immediate pressing problems confronting him. His personnel is adequate for normal working conditions, and when emergencies arise he makes temporary assignments of needed clerical aid from his other office, Registrar of Voters, to meet the demands. In this manner, any additional expense for clerical aid is avoided.

Mr. Toomey believes it will be several years before his space problem becomes acute, but this is included in his long-range plans.

GEORGE P. FREUND, Chairman

SYLVAN SPENCER

JOHN THOMAS

RECREATION-PARK; REAL ESTATE; WEIGHTS and MEASURES

Recreation-Park

San Francisco's Recreation and Park Department plays host, in a variety of ways, to some 10,000,000 people annually in specific forms of recreational entertainment. These things range from trout fishing and golf at Lake Merced to tea drinking at the Japanese Tea Gardens; from "Tiny-Tot" Singing Groups at a recreational center to providing football facilities for the Forty-Niners at Kezar Stadium. In addition to all this, at least 12,000,000 more people flock each year to world famed Golden Gate Park, to loll on its lawns, admire its flowers, row on Stow Lake, ogle its buffalo, or just to take the family on a traditional Sunday drive.

All of these facilities take supervision, planning, maintenance, and, of course, money to operate. This enterprise, which looms big among the City's large operations, is well guided by General Manager Max G. Funke, serving under Commissioners Sutter, Parr, Coffman, Gallagher, Herz, Moore, and Zimmerman. Due to monies voted in the bond issues of 1947 and 1955, enlargement of playgrounds, recreation centers and specialized recreation facilities either are completed, as is the case of the \$12,000,000 1947 issue, or are under way with architects and engineers, as is the instance with the \$7,000,000 1955 bond issue. For this \$19,000,000 expended, San Franciscans will receive some 26 new playground and recreation centers, major repairs and rehabilitation to 9 others, as well as swimming pools judiciously located throughout the City, and an entirely new, much needed, 9-hole golf course at John McLaren Park.

All of these things are becoming more necessary and good under present day living, with a shorter work week and "three weeks vacation with pay", but they do reflect themselves in the continued expansion of recreational facilities such as we are obtaining with our '47 and '55 bond issues. It is hoped that once these new centers and playgrounds are finished, we will no longer revert to our old policies of deferred maintenance, but instead will stand behind the commissioners and the general manager in their requests for funds needed for normal annual repair and upkeep, knowing that when these things are done at the proper time and when requested, they will forestall more extensive work at a future date.

It is fortunate for San Francisco that we have merged our Recreation and Park services (1950), in light of the recreation facilities we were thus able to place in Park properties under the aforementioned bond programs, and operating them without the overlapping inefficiency which would have come from the old dual system. This Committee feels that General Manager Max Funke is to be commended for the excellent work he has done in

(Recreation-Park - continued)

expediting this consolidation program, which has raised the all-over efficiency of this Department's widespread activities.

This, and previous Grand Juries, concur with the Commission and the General Manager in opposition to encroaching on any part of Golden Gate Park by the construction of either "overhead" or "parkway" type freeways. If freeways must go through the Park, they must be constructed underground, so as to leave the face of our wonderful park unaltered.

An extensive campaign against vandalism, both in the Park and at recreation centers has, due to full cooperation of the police department, brought about a marked reduction in teenage depredations.

This Committee finds the Recreation and Park Department to be in many instances, a large revenue producer, i.e., Kezar Stadium, the several golf courses, and the many concessions operated within its properties. It is sincerely hoped that this Department will look favorably upon an admission charge to the Zoo upon its expansion and development under the "Master Plan", the preparation of which is now under way. Certainly a small admission charge (.25¢) levied on adults only, shows promise of collecting as much as \$250,000 annually. This would go far toward maintenance of properties, feeding, and purchase of new animals at the Zoo, which has now reached the point where Commissioners Moore and Zimmerman estimate that \$438,000 will be needed to bring its facilities up to standard.

Famous zoos, both abroad - Berlin and London - and in this country - Bronx, Brookfield, Philadelphia, and San Diego - show handsome operating profits derived from an admission charge. Certainly San Francisco, with its ever-present tax problems, must face up to how much of a zoo it can afford, and in order to make this attraction a first-class one, we have to inaugurate a "pay-to-see" program.

In conclusion, this Committee wishes to express its thanks for the cooperation and help given it by the Commission and the Department staff, headed by Mr. Max Funke. It is hoped that future grand juries will lend force to requests made for funds to be used for maintenance and repair items, and will expedite completion of the Zoo Master Plan, keeping in mind the ultimate need for an admission charge.



Weights and Measures

During the year, Mr. O. C. Skinner, Jr., Sealer and Director of the Department of Weights and Measures, together with his seven employees, examines and seals over 50,000 types and kinds of pumps and scales, ranging from the largest grain elevator type to the most minute weighing device in a prescription pharmacy. In addition to this, package goods bearing specified weights on the container (as required by law) are examined and checked at the manufacturing level or plant. On top of these duties is the inspection of hydraulic brake fluid and anti-freeze, to make sure that only brands approved and tested by the State of California are sold by garages and service stations. In addition, the Sealer supervises the operation of the San Francisco Farmers' Market, an enterprise which nets the City a profit in excess of \$18,000.00 annually.

Facilities of the Sealer seem adequate, with the exception of a much needed meter testing and calibration plant, which definitely comes under the heading of a necessity, in light of the gasoline sales alone in this City, which exceed 250,000,000 gallons per year. Land for this meter testing plant is available at the Third Street and Jerrold Avenue Sewage Disposal Plant site, but the \$35,000 needed for its construction has been deleted from each annual budget by the Finance Committee of the Board of Supervisors. Certainly the potential savings to San Franciscans by the operation of this testing plant would far and away exceed the cost of its installation, and this Committee recommends once again that it be installed.

WILLIAM S. BAGGE, Chairman

JOHN THOMAS

FRED CASASSA

JUVENILE DEPARTMENT

Following is the final report of the Juvenile Committee of the 1956 Grand Jury. This committee, and the Grand Jury as a whole, has followed with great interest the operation of the Juvenile Court.

Composed of three departments, Probation, Juvenile Hall, and Log Cabin Ranch, the Court is presided over by Superior Judge Melvyn I. Cronin, now completing his third year in this department. The Jury wishes to commend Judge Cronin for his earnest and understanding approach to juvenile problems. San Francisco can consider itself fortunate indeed in having such an outstanding jurist to deal with its juvenile cases.

Early in the year the entire Grand Jury inspected the facilities at Log Cabin Ranch, and in October it visited the Youth Guidance Center. On these occasions, and on the numerous visits of the Committee, it was impressed with the capable management at Log Cabin Ranch and Juvenile Hall. The functioning of the Probation Department also is smooth and efficient. Chief Juvenile Probation Officer Mr. Thomas F. Strycula is to be commended for the excellent management of all the departments of his jurisdiction. Throughout the year Mr. Strycula and all his department heads have been most cooperative with this Committee.

(Probation Department)

The referrals to the Probation Department during 1956 have increased approximately 20%; however, the Probation Department has had no additional probation officers assigned since 1948, despite repeated requests in annual budgets. Chief Probation Officer Strycula reorganized the Probation Department in March of 1956, so that each probation officer would carry a full share of responsibility and work load. On October 30, the Boy Division had an average caseload of 85 boys per probation officer; the Girl Division an average caseload of 50 per officer. At the end of 1956 the results of this reorganization of probation officers will be studied, and if it is concluded that additional probation officers are needed it is recommended by this Committee that the additional probation officers be allowed in the 1957-58 budget.

The Grand Jury takes note of the fact that work with neglected children constitutes the major portion of the caseload carried by the Juvenile Court. For each child made a ward of the court for misconduct, there are two wards due to unfortunate circumstances beyond their control. The citizens of San Francisco should recognize the fine work being done for these neglected children.

(Juvenile - continued)

The Grand Jury wishes to congratulate the Volunteer Auxiliary of the Youth Guidance Center, and other volunteer workers, for doing such a splendid job in augmenting the professional staff in their work.

(Juvenile Hall)

The Board of Supervisors has resolved that a special committee appointed by the Presiding Judge of the Superior Court analyze the Youth Guidance Center to determine if the Juvenile Court should remain in the building, or another City department be given occupancy. The committee is also to determine improvements or modifications to be made in the Youth Guidance Center if the Juvenile Court is to remain in the building. This Grand Jury committee feels that the Youth Guidance Center is well adapted to the work of the Juvenile Court and should not be relinquished to another department of the city government.

Among improvements to the Youth Guidance Center that appear essential is the addition of security rooms for extremely disturbed youngsters who need to be removed temporarily from cottage life. This can be done economically by joining several cottages with connecting corridors made into maximum security rooms. They would be quickly accessible, and there could be visual supervision without providing additional staff members.

There is also the problem of transporting food over an open road from the main kitchen in the Service Building to the Children's Cottages, which are located a short but difficult distance away, due to a very steep incline that must be travelled. It is recommended that either an overhead passageway or an underground tunnel be provided through which food carts could be moved easily. Although no overwhelming problems are posed in transporting food in the open during good weather, the winter months make it hazardous.

The large unused kitchen located in the Nursery should be put to good use. The plan to convert it into a children's playroom is excellent, and the Volunteer Auxiliary, which is underwriting the financial cost of this project, is to be commended for this splendid effort to provide indoor recreation space for toddlers who now have no place to play inside the Nursery.

Because there is a shortage of adequate storage space at the Center, efforts should be made to convert the large area above the boiler room to meet this serious lack.

With regard to personnel in Juvenile Hall, one additional staff member should be obtained to act as booking officer

(Juvenile - continued)

in the superintendent's office during night hours. At the present time the Assistant (Night) Superintendent is given this responsibility, thereby preventing his circulating throughout the entire plant at night to insure that all the children's activities are functioning properly.

Because there is such a great need for the services of a carpenter and a painter to be on duty full-time at the Center, it is recommended that these two positions be budgeted in the Juvenile Hall section of the budget of the Department of Public Works. Their wages are currently paid from "Unforeseen Miscellaneous Repairs" in that budget. When other crafts are required to effect building maintenance and repair, the carpenter and painter must be removed to provide funds; otherwise other tradesmen cannot be brought in. In addition to building maintenance and repair, a budget carpenter and painter could be required to work on repair of equipment.

Only \$500.00 was appropriated in the current budget for haircuts for children lodged in Juvenile Hall. This sum is inadequate, inasmuch as the contract for this work allows \$1.00 per haircut, and the number of children needing haircuts is in excess of five hundred. The Grand Jury noted during its several tours of Juvenile Hall that far too many children were in need of this service, but because of lack of funds the condition could not be remedied.

The amount appropriated in the current budget, as well as in past budgets, for recreational supplies for children in Juvenile Hall is most inadequate. The current budget allocates \$300.00 for the year, and with over 4,000 children being admitted to the Hall annually, it is obvious that this sum does not approach the recreational needs. As a consequence, the Volunteer Auxiliary has been required to provide supplemental recreational supplies, and because their budget is also limited, the recreational program is suffering. The Grand Jury therefore recommends that the 1957-58 budget provide for adequate funds to meet these needs. The Chief Probation Officer is currently making a personnel study, and careful note of the results of this survey should be made by the 1957 Grand Jury.

(Log Cabin Ranch)

A great deal of public interest has been focused on the Log Cabin Ranch School at La Honda. Grand Jury reports for several years have stressed the need for planning and rebuilding of the insufficient facilities, and it is gratifying that much progress is being made in the improvement of Log Cabin Ranch.

(Juvenile - continued)

Since the 1955 inspection report made by the Youth Authority, the following recommendations have been fulfilled:

1. The construction of a new recreation hall is presently in progress and should be completed by November 15, 1956. Funds have not been provided for certain recreational equipment, and members of the Grand Jury as individuals are endeavoring to interest the public in furnishing the Recreation Hall with the needed items.

The indoor recreational program has limped along since the old recreation hall burned down, and now that replacement of the hall is complete, an adequate program is assured. As additional counselors have been assimilated into the staff, the program has improved in many ways. One of the additional services has been group singing. One of the new counselors is a boxing instructor, which has enhanced this phase of the indoor recreation program. A new TV set has been acquired.

The outdoor recreational program has included field trips, beach parties, attending movies and hardtop races, and various joint ball games involving the Golden Gate Breakfast Club. Sports clinics have been conducted. Saddles have been acquired and may lead the way to horseback riding when riding horses can be secured. The school teachers are still conducting daily physical education programs, and in addition to this educational requirement there are the swimming pool activity, horse shoe pitching, tether ball, and basketball courts.

The outstanding assistance of the Golden Gate Breakfast Club through its Guidance Committee, and the help to the Ranch of the Lions Club, Mission Kiwanis, and the South of Market Boys, is greatly commended.

2. On January 1, 1956, two new group supervisors were added to the Ranch staff. The personnel now meets the minimum requirements as stated in the camp's standards. The addition of the new staff members has permitted the director to visit other camps throughout the state, thereby acquiring knowledge of other techniques and solutions to some of the Log Cabin Ranch problems.

3. An in-service training program was inaugurated for the personnel development of the staff in January, 1956.

4. Menus are now being planned in advance by the cooks.

The capacity of Log Cabin Ranch is 53 boys. Funds have been provided for the replacement of the boys' dormitory, and when this is completed the capacity will be increased to 80.

(Juvenile - continued)

In the master plan for rebuilding Log Cabin Ranch, there is included a plan for 3 classrooms, the large school shop building, and office space for teachers. The plan for the school group will cover an area of 6,700 square feet at an estimated cost of \$130,000. This will replace the group of buildings consisting of quonset huts and temporary classrooms. The present shop building location is well situated, and the machinery so set up to permit an efficient shop program.

Some of the new physical improvements that have been made in the past year include the following:

1. The outside of the kitchen has been painted by the boys.
2. Barbecue tables have been constructed by the boys.
3. The chlorination for the water storage has been completely overhauled, and cleanout valves have been installed.
4. The sewer plant has been overhauled by the Department of Public Works.
5. Damage to one residence and kitchen during a storm has been repaired.
6. A fence has been built around the ballfield by the boys.
7. The fire boxes throughout the Ranch have been modified to facilitate better fire control.
8. A cement ramp has been added to the corral for the milk cows at the farm by the boys.
9. A bull pen has been built at the farm by the boys.
10. Damage to the water reservoir has been repaired by the boys.

It appears advisable to continue the program of building one new building each year. \$100,000 has been appropriated to construct a new dormitory in accordance with the Master Plan. It is recommended that the next building be a replacement of the present kitchen and mess hall, which is now in deplorable physical condition. The proposed dining area on the Master Plan will seat 100 and provide cafeteria service and adequate storage area. The estimated cost is \$125,000, plus \$8,000 for equipment.

In the 1956 Report of the Youth Authority, the following excellent comments are set forth:

"Considerable improvement can be noted in the program. Some of the more dilapidated buildings have been replaced. The morale among the staff and boys is higher as a result of improvement in such things as in-service training, counselling, and over-all camp operation. The job relations that have been developed by the Director and the staff members have provided adequately for vacation and sick relief. Supervision is better, and the number of runaways has been reduced.

(Juvenile - continued)

"The inspectors responsible for approving the sanitation, building safety, school program, and fire safety have all been very enthusiastic about the progress of the ranch and its general development. The outlook is very optimistic for the future development of the ranch rehabilitation program. No specific recommendations are being made this year because of the progress that has been made, but mention will be made of the need for a communications system to inter-connect the sparsely located buildings. This would tie in the communications of all people involved in the program and make for a more efficient operation."

This Grand Jury Committee recommends the following improvements to the Ranch:

1. Because the boys at the Ranch are frequently taken on trips away from the premises for recreational and educational purposes, the lack of adequate transportation is acutely felt. It is therefore recommended that provision be made in the 1957-58 budget for a bus to fill this pressing need.
2. It has been pointed out by the Fire Marshal of San Mateo County that an adequate incinerator is necessary in order to protect the surrounding countryside from fire. Requests in previous years for an incinerator have been denied on grounds that the existing makeshift incinerator is adequate. However, it is now on the verge of complete deterioration and should be replaced.
3. The access road to the Ranch, slightly over a mile in length, is a single-lane road with many dangerous curves. There are too few turn-outs, and they are not located in critical places. Funds should be provided in the 1957-58 budget to remedy this problem by providing greater safety for vehicles meeting each other from opposite directions. The services of the Road Engineering Department of the Department of Public Works should be utilized to the fullest extent in this connection.

The Mayor and the Board of Supervisors are to be congratulated on the progressive approach which they have taken toward the Log Cabin Ranch School situation. Continuation of the progressive building program is most desirable.

This Committee wishes to commend Mr. E. Chay and his staff on the excellent performance of their duties.

WALTER S. NEWMAN, Chairman

FRED CASASSA

WILLIAM BAGGE

HOUSING AUTHORITY

Your Housing Authority Committee has made an extensive study of the operations and facilities of the San Francisco Housing Authority, and may we say in passing that we commend this subject to all citizens interested in the welfare and home life of those people embracing the lowest income brackets. It would be a rewarding experience.

Incidentally, the San Francisco Housing Authority is unlike any other governmental agency in our midst in that its functions, although dedicated solely to the service of our citizens, by both State and Federal law, is set completely apart from our municipal government. Its only relationship to the municipal family is the cooperation contract between the City and the Housing Authority, and the fact that its commissioners are appointed by the Mayor. Once appointed they may be removed only for cause; i.e., dereliction of duty.

The Housing Authority was created as a result of passage of the United States Housing Act of 1937 and State enabling legislation in 1938. In actual operation the affairs of the Housing Authority are almost exclusively with the Federal authorities.

The Federal government advances temporary construction loans; it approves the need for and the plans of proposed projects. It guarantees to holders of bonds issued by the Authority the full credit of the United States Treasury for the payment of interest and repayment of principal. In addition, it guarantees the San Francisco Housing Authority an annual cash subsidy, which in 1956-57 will total \$1,280,000.00. It is this subsidy which permits the Housing Authority to house low-income families at moderate rates of rental, thus increasing the purchasing power of these families by an appreciable amount.

The San Francisco Housing Authority is unique also in that it is one of the few governmental agencies that pays its own way so far as the City is concerned. A feature of the cooperation agreement between the City and the Housing Authority is the provision for payments in lieu of taxes to the City treasury. In 1956-57 these will total \$162,500. To date the Housing Authority has paid a total of \$3,930,874 in lieu of taxes.

The fiscal affairs are regularly audited by the Federal Public Housing Administration. During the current year the Authority has had five special reviews, two of which came in the regular course of operation with the Public Housing Administration, and three which were initiated by the San Francisco Housing Authority. It was observed that the San Francisco Housing Authority has made it a practice to seek the counsel and services of business specialists and experts for the purpose of improving the efficiency of Housing operations.

(Housing Authority - continued)

A Public Housing Administration annual review covers management and leasing. Another includes management and maintenance studies. Outside of the scope of PHA, the General Accounting Office in Washington, D.C. just recently concluded an extensive study of the overall operations of the local Authority.

In addition to these, the San Francisco Housing Authority has called on Ernst & Ernst for studies in the field of management engineering. The firm of John F. Forbes was asked to make a study and recommendation of the fiscal and accounting practices of the agency.

All of the above commends to your Committee the competency of the Housing Commission and its staff to function as the City's largest landlord, sheltering as it does 7,424 families in 21 projects distributed in various sections of the City. Altogether, the San Francisco Housing operation represents an investment of \$50,000,000, devoted solely to the improvement of the home life of low-income families.

Currently the Housing Authority has only two projects under construction, both now nearing completion: Hunters View, with 350 apartments, and Harbor Slope, with 226 apartments. In the planning stage is an Annex to Yerba Buena Plaza that will have 164 units, some of which will be specially planned for elderly people; and Double Rock, with 352 apartments.

In closing we wish to point out that the Housing Authority is governed by a commission of five members, who, by State law, serve four-year terms and without remuneration.

Your Committee highly commends the integrity of the Housing Authority operation, and came away from its examination of the plant and operation convinced that this is an agency dedicated solely to the public interest of the City and County of San Francisco.

B. F. MODGLIN, Chairman

ABRAM JAFFE

GEORGE FREUND

REDEVELOPMENT AGENCY

The Redevelopment Agency of the City and County of San Francisco was created pursuant to authority of the Constitution and Statutes of the State of California, including, particularly, Resolution No. 7779 (Series of 1939) adopted by the Board of Supervisors on August 9, 1948. The Agency was organized on October 4, 1948, and has been in existence since that date without interruption.

The Agency is governed by a board of five members who are nominated by the Mayor to serve fixed terms, and are confirmed in office by the Board of Supervisors. The Agency has a chairman, a vice-chairman, and a full-time secretary. The head operating officer is the Agency Director, Eugene J. Riordan.

The Redevelopment Committee of the Grand Jury has been kept informed of the Agency's activities by receipt of copies of the weekly minutes of each regular meeting, studies of all material appearing in newspapers, including editorials on the many aspects of the various projects.

Since the Agency's meeting of September 4, 1956, the five Board members have been composed of Chairman Joseph L. Alioto, Vice-Chairman Lawrence Palacios, Dr. J. Joseph Hayes, and John W. Mailliard III and Sydney G. Walton, who succeeded Roy P. Cole and James E. Stratten. Mr. M. C. Herman is Secretary, and from the City Attorney's office, Mr. Morley Goldberg is their counsel. Sixteen other Agency staff personnel occupy staff positions classified as follows:

Senior Right-of-Way Agent	Rehousing Specialist
Right-of-Way Agent	Senior Accountant
Planning Chief and Assistant	Accountant
Director	Senior Clerk Stenographer
Engineer	2 Genl. Clerk Stenographers
2 Associate Redevelopment	2 Genl. Clerk Typists
Planners	General Clerk Typist and Receptionist.
Draftsman - Delineator	

The salaries of Mr. Riordan and eighteen other full-time employees, in addition to operating expenses, are paid from Federal government allocations, with the exception of some \$2,600 a year supplied by the City for fees to board members, and occasional special appropriations or private contributions earmarked for specific projects.

In conversation with Chairman Alioto, he respectfully pointed out that all projects are being handled strictly within the laws governing the Redevelopment Agency; also, that all of their operations, activities and records are available to responsible persons for their inspection upon request.

(Redevelopment Agency) - continued)

The Agency has been engaged, during 1956, on four major redevelopment plans, but chiefly in the continuing work on the federally-financed projects in Western Addition and Diamond Heights. The projects and progress this year follow:

WESTERN ADDITION - (85 acres) Commencing at St. Joseph's and Geary Streets and moving clockwise, is bounded generally by Geary, Divisadero, Post, Franklin, Ellis, Gough, Eddy, Laguna, Ellis, Hollis, O'Farrell, Steiner, Ellis, Pierce, O'Farrell and St. Joseph's Streets.

The final redevelopment plan was approved by the Federal Urban Renewal Administration in February, 1956 and by the Supervisors on May 28, 1956. It is anticipated that a federal loan of \$16,238,846 and a grant of \$7,951,318 will be received by the Agency in December. Final acquisition appraisals then will be made. All but 33 properties are to be purchased by the Agency, beginning about April, 1957.

Another important phase of the Western Addition project includes the widening of Geary Street from Franklin west to St. Joseph's Street into a six-lane Expressway, which will alleviate present congestion and speed traffic both ways. This will be facilitated with an underpass at Fillmore Street. Acquisition of property for this Expressway is contemplated to start in the early part of 1957, and when completed will undoubtedly be favorably received by the community at large.

DIAMOND HEIGHTS - (324 acres) Commencing at O'Shaughnessy Boulevard and Portola Drive and moving clockwise, is bounded by Portola Drive, Clipper, Douglass, Twenty-eighth, Diamond, Valley, Castro, Thirtieth, Laidley, Sussex and Bosworth Streets and O'Shaughnessy Boulevard.

A federal loan of \$6,790,882 and a grant of \$915,988 was approved by the Urban Renewal Administration in January, 1956. In May, 1956 the Agency authorized a \$108,000 contract with Punnet, Perez & Hutchison, San Francisco, for final engineering. An initial \$2,786,000 appropriation of loan funds was received in August, 1956 to pay for the engineering and purchase of all but sixty properties, which are exempt through participation of the owners in the redevelopment project approved by the Agency. Property acquisition has been under way since September, 1956. A contract for demolition of structures is to be let in November, 1956.

AREA E - (42 acres) Commonly referred to as the Produce Market, commencing at Montgomery and Washington Streets and moving clockwise, is bounded by Washington, Battery, Broadway, the Embarcadero, Howard, Steuart, Market, California, Drumm, Sacramento, Battery, Commercial, Leidesdorff, Clay and Montgomery Sts.

(Redevelopment Agency - continued)

A group of San Franciscans donated in excess of \$50,000 to the City to pay a private architectural firm to execute the first two stages of planning for reconstruction of this area. The firm, working with guidance of the Agency and the City Planning Commission, expects to complete the plans by mid-January, 1957.

SOUTH BASIN - (52 acres) Is bounded by Thomas and Carroll Avenues and Jennings and Hawes Streets. With close to \$10,000 supplied by a private group, the Agency drafted a plan for construction of a new wholesale produce terminal at South Basin, the project to be financed entirely through private contribution. The final plan was approved by the Supervisors on March 13, 1956. In April, 1956, the backers sought a \$1,100,000 subsidy from the City, thus requiring a change in the plan. There were subsequent offers, also involving a City subsidy. The Agency asked the Supervisors to appropriate \$5,000 to draft a new plan. The request has been tabled pending a determination of whether the food terminal project is feasible. A handful of the largest produce firms and major property owners in the present wholesale district (Area E) contended that a cheaper site is available in San Mateo County. They further refused to shift their business location until such time as they can be guaranteed full market value for their present holdings. This appears to be a very controversial matter, and will require further discussion before a decision can be reached.

On October 23, 1956 the Agency concurred in a recommendation to reduce the South of Market redevelopment area from 23 to approximately 12 blocks. The revised designation, which must be approved by the Supervisors, is sought by property owners in the area. The City has no plan for the area, originally designated for redevelopment in 1953.

The Grand Jury Committee believes that redevelopment stands in the front rank of important civic projects. To expedite completion of the two federally-financed projects and achieve a single purpose on future development of Area E, and all other projects, it is recommended that:

1. The Agency, Planning Commission, Board of Supervisors, Mayor, and all other related committees and departments which are involved, cooperate fully.
2. The City apply greater pressure through its representatives in Washington, D. C. to obtain prompt attention and approval to San Francisco projects at the federal level.
3. Finally, looking to the future of redevelopment and neighborhood renewal needs of San Francisco, it is suggested that local private enterprise be encouraged to enter the program on the same basis as the federal government; that is, with City assistance to renewal projects in the form of parks, schools, sewers, streets, and other similar public improvements.

(Redevelopment Agency - continued)

This Grand Jury Committee would like to suggest that insofar as possible the designation of the label "blight" be discontinued when considering future sub-standard areas for redevelopment purposes. A good example of the adverse reaction to this terminology is the present 28-block area south of Market Street which was officially designated as a "blight" area. Such reference has cheapened property values, caused numerous vacancies, and consequently lowered tax revenues.

Under the California Community Redevelopment Law, defining conditions of Blight, the Health and Safety Code, Article 2, Section 33041, reads as follows:

#33041. Unfit buildings and structures. A blighted area is characterized by the existence of buildings and structures, used or intended to be used for living, commercial, industrial, or other purposes, or any combination of such uses, which are unfit or unsafe to occupy for such purposes and are conducive to ill health, transmission of disease, infant mortality, juvenile delinquency, and crime because of any one or a combination of the following factors:

- (a) Defective design and character of physical construction.
- (b) Faulty interior arrangement and exterior spacing.
- (c) High density of population and overcrowding.
- (d) Inadequate provision for ventilation, light, sanitation, open spaces, and recreation facilities.
- (e) Age, obsolescence, deterioration, dilapidation, mixed character, or shifting of uses.

The Committee therefore earnestly proposes that the designation "blight" be not used in future studies or plans, and that a different terminology be substituted.

The Committee desires to take this opportunity to commend the Agency and its staff for the energetic manner in which their weekly meetings are conducted. While progress appears to be slow, this, it seems, is due to the many differences of opinion by certain groups, and by the numerous legal questions raised which must be studied and ruled upon before decisions can be reached, to further the objectives of the Agency.

Other than what has been indicated by this report, the Grand Jury Committee has no recommendations for improvement in regard to policy or operation. Much work remains to be done, but with definite objectives and the full cooperation by all concerned it is felt that satisfactory future progress can be accomplished.

SAMUEL MARKEL, Chairman
JOHN THOMAS
MAURICE COFFEY

EDUCATION; SCHOOLS; LIBRARIES

Education; Schools

The 1956 Board of Education was comprised of the following members:

Adolfo de Urioste, President
Mrs. Clarence Coonan
Charles J. Foehn
Mrs. George A. Hindley
John G. Levison
Bert W. Levit, Vice-President
C. C. Trowbridge, Jr.

Harold Spears, Superintendent of Public Schools.

The members of the Board are practical, business-like persons, dedicated in their interest in educational policies, facilities and services to the community. They are to be complimented on their appointment of Dr. Spears. His invitation to be the sole representative of the United States as a member of the "International Advisory Committee on School Curriculum" from the National Commission for UNESCO in Paris, September 17-29, 1956 was not only a personal honor, but a reflection of the wise judgment of the Board and the good fortune of San Francisco schools. He is an able educator with a practical sense of proportion between cost and goals.

On August 7, 1956 a total proposed final 1956-57 budget of \$40,099,416 for general operation of the schools was adopted. Of this amount, \$35,186,508 is for general purposes, and \$4,912,908 for retirement obligations to the State and local retirement systems.

Of an approximate \$1,188,000 increase, all but approximately \$80,000 will go for mandatory salary adjustments and teacher retirement payments.

On May 22, 1956 the Board adopted the 1956-57 Certificated Salary Schedule, as recommended by the Superintendent of Schools, which schedule incorporates salary increases of from \$3,720 to \$4,250 as the salary of the first step in Classification I, and an across-the-board raise of no less than 5% per step on the basic salary schedule, effective July 1, 1956. At \$4,250 for beginning salary, San Francisco is among the top three of the nation's large cities.

It is the conclusion of this Committee, after comparing older schools with the newer plants, that in education the teacher is a far more important factor than the plant. It is conceded the teacher can work better with good facilities, but if it is a question of choice, the emphasis should fall on the teacher. Further, it is more important to have the rank and file salaries generally substantial rather than have exceptional salaries in spotty maximums. This would be more attractive to potential teachers than a few opportunities with high salaries at the top levels.

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(Education - continued)

San Francisco's 88,000 school population is growing at the rate of 3% per year. This is because of the birth rate, and because students stay in school longer. Provision for it must be considered a continuing need - not a one-time program.

The original proposal for a building program bond issue was \$35,948,000. The Mayor's bond-screening committee recommended a \$27,000,000 issue; not to limit the projects or program, but to approve funds for a shorter period of time. The feeling of the downtown group and the Finance Committee of the Board of Supervisors was to ask for smaller sums at more frequent intervals rather than overwhelming sums at longer intervals. Dr. Spears concurs in this and would like to see it made a policy.

The now-proposed program is based on concepts of maximum use of the present school plant, estimation of future school population by neighborhoods and school levels, and a building program of projects that are practical and urgent. The Building Program planned in the \$27,000,000 bond issue includes the following:

1. Two new high schools; one in the southeast and one in the southwest (Lowell) sections of the City.
2. Completion of the new Silver Avenue Junior High School.
3. New additions to the following junior high schools: Portola, Horace Mann, James Denman, Roosevelt, Francisco.
4. New additions to the following elementary schools: Golden Gate, Starr King, Ortega.
5. Three new elementary schools: One in the Midtown Terrace development, one in the Chinatown-North Beach section, and one to replace the old Longfellow School, which should be abandoned.
6. An addition to John O'Connell Trade and Technical School.
7. Additional physical education and athletic facilities at Lincoln, Balboa, and Washington High Schools.
8. Additional building facilities at San Francisco City College (Junior College).
9. Remodeling and reconstruction of numerous existing school buildings, including major work at Polytechnic High School.
10. Equipment for building projects.

In connection with future building plans, the School Department has been criticized for purchasing undeveloped land in anticipation of future needs. It is our opinion that it is a far more economical policy to secure undeveloped land at a minimum price and hold it than to be faced with the problem of confiscating developed property at high prices and discommoding the community. If the need does not materialize, the property can be disposed of--a policy which seems to be on the record of the Board of Education.

(Education - continued)

The 1955 Grand Jury proposed in its final report a charter amendment to Section 135. We studied the matter quite thoroughly. It seemed to be the general, though not unanimous, feeling of the School Department that consideration of the passage of the bond issue should take precedence over that of the amendment. The bond issue passed at the election on November 6, 1956. The matter of the charter amendment has been deferred. However, this Committee recommends consideration of the following points:

First, the amendment is written to provide for the same removal or disciplinary power over all school administrators as is provided in Section 136 to remove the superintendent.

The San Francisco Unified School District is a sub-division of the State of California, and as such derives all its powers and duties from the State in accordance with the Constitution and the State Education Code. In case of conflict with provisions of the City Charter, the Supreme Court has held that the general laws of the State shall govern. A legal, technical study of the Charter, Sections 135 and 136, reveals that many of the provisions are either invalid or superfluous when compared to State provisions. It would be sloppy work to continue these in an amended section into the future.

Second, San Francisco is unique in having extended tenure to the administrative level. Striking out paragraph 3 of Section 135 would probably be the most effective means of providing flexible control of School Department management. The entire staff at the administrative level is frozen in their positions, and this is not the most efficient way to operate in any organization.

One last matter would seem to call for some future consideration. There seems to be an upsurge, nationally as well as locally, of juvenile crime. The police have appealed to the school authorities not to try to solve their own problems when they are matters which should properly be handled by the police. The School Board has adopted a resolution providing that there should be liaison between the School Department and the Police Department. Dr. Spears has been directed to study ways and means of implementation and to bring them before the Board for approval.

Mr. de Urioste points out that the general law in the State Code provides that the teacher has the right to stand in the place of the parent in the matter of corporal punishment, but our local ruling stipulates that a teacher cannot lay hands on, push, jerk, or in any way administer physical punishment. Too great latitude naturally might lead to abuse; but between these two extremes there would seem to be an area of modified practice of discipline which would give children a greater respect for authority. Time did not permit pursuing this study.

(MRS.) MARION EVERS, Chairman
WALTER S. NEWMAN
SYLVAN C. SPENCER

BOARD OF PERMIT APPEALS

The Board of Permit Appeals, consisting of five members and a secretary, with broad discretionary powers authorized to it by the framers of the City Charter in the year 1932, originated from the vote of the people of the City and County of San Francisco, followed by approval of the local Charter by the State. Through some oversight this Board is not listed by name in the published list of Committees of the 1956 Grand Jury. In our opinion, this is too important a body to be overlooked by future Grand Juries.

The Charter establishes two principal avenues of appeal:

- 1) Applicants for a permit or license denied such document by a City department, or whose permit or license has been revoked, may seek relief through application to this Board.
- 2) Persons who believe their interests or property, or the public welfare, could be, or has been, adversely affected by operations allowed under a permit or license may seek relief through application to this Board.

In either of the above instances, the Board is obligated to conduct a public hearing, at which the appellant and interested parties may testify. Following the hearing, and following such investigation as the Board may deem advisable and necessary, it may then either concur in the action of the City department involved, or it may, by a vote of four of its five members, overrule that City department and order the permit granted, restored, or refused.

It must be borne in mind that while this Board does not possess the identical character of jurisdiction of a municipal or justice's court, under Section 39 of the Charter it has jurisdiction to hear appeals and confine the hearings to the evidence submitted by the respective parties, or make such further investigation as it may deem necessary. Thus, though it may be looked upon as a hybrid tribunal, its jurisdiction over designated matters is broad. Any appellant, of course, has the right to test the Board's decisions by further appeal to the courts. However, in the past all cases carried on appeals as high as the Supreme Court of California resulted in judgments upholding the Board's decisions.

Heads of City departments are compelled to enforce the rigid interpretation of City codes in the matter of permit applications and be guided by the same, even though in a particular circumstance their decisions may impose unnecessary and severe handicaps upon the people. However, the Board of Permit Appeals, in its discretionary powers, is in a position to overrule such decisions.

(Permit Appeals - continued)

Inasmuch as City departments have expert technical advisers as liaison men who are detailed to sit in on all meetings of the Board of Permit Appeals, it is logical to assume they usually concur in the Board's decisions.

At the present time, appeals from decisions of the City Planning Commission on zoning requirements are handled by the Board of Supervisors. Under a new law, when the new zoning ordinance is adopted, these appeals are transferred to the Board of Permit Appeals. The cases involved are mostly variations from the established and legal zoning requirements. It is therefore the opinion of your Committee that the City Planning Commission is the most qualified body to make these exceptions, and appeals from their decisions should go directly to the Superior Court, and not to the Board of Permit Appeals.

Because of its broad discretionary powers, the Board is open to commendation on the one hand and condemnation on the other. It is even subject to the rumor of holding secret meetings. Your Committee, in their investigation, could find no evidence of secret meetings held by this Board. However, as rumors of this nature imply serious accusation, we recommend that the 1957 Grand Jury thoroughly investigate such rumors if and when the same may arise.

The five members composing the present Board of Permit Appeals are: Harold C. Brown, President, Joseph Tarantino, Vice-President, Clarence Walsh, Peter Tamaris, and Ernest L. West. The secretary is J. Edwin Mattox, now in his seventh year in that post.

They extended the utmost courtesy to your Committee, and answered all questions freely and openly. We found their hearings, which are open to the public, conducted in a highly ethical and honorable manner.

Therefore, it is our conclusion that the present Board and its secretary are rendering an important and necessary service to the citizens of San Francisco, and should be commended for their devotion to their difficult job--made the more difficult because their decisions and rulings on appeals and grievances, whether imaginary or real, may in many cases never prove to the satisfaction of all parties concerned.

In toto, because of its broad discretionary powers, we suggest that the 1957 Grand Jury might be wise to give considered attention to the Board of Permit Appeals.

ABRAM S. JAFFE, Chairman (Committee
on "Other Commissions")
ROBERT R. HALL
CHARLES FLEISCHMAN

EDUCATION; SCHOOLS; LIBRARIES

Libraries

The Library Commission this year is composed of the following members:

Mrs. J. Henry Mohr, President
Albert E. Schwabacher, Jr., 1st Vice-President
Campbell McGregor, 2nd Vice-President
Miss Rose M. Fannuchi
Reverend F. D. Haynes
J. Max Moore
Mrs. Hazel O'Brien
Bert Simon
S. Lee Vavuris
Thomas W. S. Wu
Rene Vayssie
L. J. Clarke, Librarian
Frank A. Clarvoe, Jr., Secretary

The Librarian is the chief executive appointed by and retained at the pleasure of the Commission.

This year saw the completion of the Ortega Branch Library, opened August 20 and dedicated October 3.

A bookmobile has been purchased, which anticipates the closing of one or more small branches.

On the drawing board is the Merced Branch Library at 19th Avenue and Winston Drive. It is anticipated that construction will begin in February or March, 1957, and completion will follow about six months thereafter.

In regard to the Bay View Branch, money for land purchase is appropriated, but the site of the old firehouse at Oakdale and Third Streets has been discarded as being unsuitable, and a new site is being sought. The building fund will be requested in the 1957-58 budget, in line with the established policy of requesting the land funds one year and the building funds the following year.

The Business Branch at 68 Post Street was opened November 1, 1956.

In regard to the long overdue North Beach Branch, funds for both land and building are available. The Library Commission of 1955 had decided on a site commonly called the Signal Oil Triangle, bounded by Columbus Avenue, Lombard Street, Mason Street, and adjoining the North Beach Playground. Although it was conceded that the price of \$60,000 was high, it was agreed by the then Commissioners and the Board of Supervisors that it was the only piece available in the North Beach area that was agreeable to all groups and opposed by none, after many years of searching for a

(Libraries - continued)

site, and therefore the money should be appropriated and the land purchased. Building was to follow immediately. In spite of this, the new 1956 Commission decided to review the situation. Commissioner Simon felt the price was too high. President Mohr turned the matter over to the Standing Committee on Planning and Development, under chairman J. Max Moore.

There followed a series of efforts to find a suitable location for the "Ideal Library Site", mostly by petitions to the Recreation-Park Commission for certain portions of the North Beach Playground. The requests were refused because of a Master Plan layout for the playground, with funds from a bond issue earmarked for certain developments, and because it was felt that for the congested area involved it would not be wise to reduce the size of the playground. The Recreation-Park Commission recommended the use of the Signal Oil Triangle.

On July 23, 1956, this Grand Jury, after studying the situation, passed two resolutions to the effect that the Recreation-Park Commission refuse further requests to give up any portion of the playground, and that the Library Commission acquire other property and expedite plans for the North Beach Library.

On August 9 the Commission passed a resolution instructing the Director of Property, Philip A. Rezos, to start negotiations to obtain the property at 1640 Stockton Street and institute condemnation proceedings. Inasmuch as this property is occupied by the U. S. Post Office on a lease to run another year, and subsequently the Italian Athletic Association of San Francisco, owners, planned to develop it with recreational facilities of benefit to the community, there was bitter opposition.

On October 24, at a hearing of the Finance Committee of the Board of Supervisors on the condemnation proceedings it was pointed out that in spite of Mr. Rezos' evaluation of the piece at \$35,000, the Signal Oil Triangle piece already has approval and funds appropriated, and no further action is necessary. The Supervisors' committee urged the Commission to use this piece. The Library Commission was not aware that it had been free to proceed. The Finance Committee refused to authorize condemnation of 1640 Stockton Street. The Library Commission agreed to study the recommendation and report back in three weeks.

The following seems strange:

First, that the 1956 Library Commission should ignore the work and decisions of the 1955 Commission.

Second, that the Commission should ignore the wishes of the community in trying to take parcels of land that are already in service to the community so that the people would

(Libraries - continued)

have to give up one benefit to gain the other.

Third, that if condemnation proceedings were necessary in any case, the Commission did not find it logical to proceed with action on the piece most satisfactory to the residents of the neighborhood, particularly as the evaluation was \$12,500 less.

The conclusion is that after a whole year no progress has been made, and the people have needlessly been made to wait at least one year longer for the North Beach Library. It is unfortunate that the 1956 Commission was comprised almost entirely of new members.

At a meeting called by Mayor Christopher on November 21, with members of the Commission and representatives of North Beach, he made it clear he was partial to a site in Washington Square and opposed to the Signal Oil Triangle piece--a position contrary to the accepted and declared position of the North Beach groups. He called for a further meeting December 10, at which time the matter must be resolved.

On November 26, members of the Library Commission met with the Grand Jury. The Commission members promised that a site will have been determined and be in the process of acquisition by December 31, 1956.

Studies, details, information and Grand Jury discussions far too lengthy to be incorporated in this Report have led the Grand Jury to adopt the following resolution:

WHEREAS, this 1956 Grand Jury is of the opinion that an eleven-member commission is of a size to be unwieldy; and

WHEREAS, the meetings of the Library Commission are presently scheduled for one meeting each month, and this of necessity slows the speed of accomplishment, now, therefore, be it

RESOLVED, That this 1956 Grand Jury hereby requests that the Honorable Board of Supervisors take immediate steps to formulate a charter amendment to be presented to the voters at the next regular or special election, whichever shall come first, which will provide for a library commission of five members, one of whom shall be a member of the Planning Commission; and which will provide that the commission meet not less than twice each month, without compensation; and which will provide other changes appropriate to achieve these provisions and bring the Charter up to date.

(MRS.) MARION EVERS, Chairman
WALTER NEWMAN
HAROLD MILLER

RECREATION-PARK DEPARTMENT; REAL ESTATE; WEIGHTS and MEASURES

Real Estate Department

Mr. Philip L. Rezos, Director of Property, is a civil service appointee, and as such is the head of the Real Estate Department.

The Department is in charge of purchases and leases of real property and improvements required for all City and County purposes, and the sale or lease of real property owned by the City. It makes appraisals on all property acquired, and acts as agent for other City departments in real estate matters.

During the fiscal year ending June 30, 1956, the activities of this Department might be summarized as follows:

Negotiated land and right-of-way purchases for the various departments of the City and County involving 124 parcels at a total cost of	\$ 942,182.97
Rentals on real property leased by the City for various departments totaled	158,835.51
Surplus City-owned property was sold at public auction and through eminent domain proceedings amounting to.	187,535.00
Rentals received from leased City-owned property.	577,349.02
Wholesale Produce Market	24,706,000.00
The Director of Property directs the activities of the Civic Auditorium, for which the City received a total annual return of	189,301.40

Also, appraisals were made for various City departments, including the Parking Authority, Board of Education, and Library Commission.

In connection with the Redevelopment Program, Diamond Heights Project Area, the Real Estate Department made appraisals of 83 improved parcels, 101 vacant parcels and 49 partial takings, whose total appraised value was estimated to be \$1,071,380.00.

It is also a function of the Real Estate Department, at the request of the Board of Supervisors sitting as a Board of Equalization, to investigate applications for reduction in assessments and make recommendations to the Board. During the past fiscal year, 39 applications for reductions in assessments were investigated and reported on, and four applications under the jurisdiction of the Board of State Harbor Commissioners, protesting the "Possessory Interest" assessments levied against them.

(Real Estate Department - continued)

On behalf of the Public Utilities Commission, the Real Estate Department negotiated eleven leases in connection with the activities at the San Francisco International Airport.

During the fiscal year, the Director of Property reported to the Mayor and prepared legislation on one jurisdictional transfer of real property between City departments, and investigated and prepared legislation on twelve street vacation proceedings and one vacation of a public easement.

The new Exhibit Hall, financed by the \$3,725,000 bond issue, now under construction, will also be under the jurisdiction of the Real Estate Department.

The Real Estate Department is a working--not a service--department of the City government, and as such has daily dealings with such departments as Public Works, City Attorney, Assessor, Recorder, Public Utilities, Supervisors, Permit Bureau, and Fire Department. At this time there is a plan to move this department to vacant space on the 3rd or 4th floor of the Polk Street side of the Civic Auditorium. This is to allow the Public Administrator to take their present space, and the Bureau of Domestic Relations of the Superior Court to take the vacated premises of the Public Administrator.

In conclusion, the Real Estate Department seems well run and is doing a full-sized job with an efficiently operating, minimum staff.

WILLIAM S. BAGGE, Chairman

JOHN THOMAS

FRED CASASSA

ASSESSOR; TAX COLLECTOR; SALES TAX

Assessor

The members of this committee have held several conferences with Assessor Russell L. Wolden, his administrative assistants, and the divisional chiefs of his office.

In preparing themselves for these meetings, the Committee obtained advance copies of a report entitled "Property Tax Assessments in San Francisco City and County", which was the result of a survey made by the Division of Assessment Standards under direction of John H. Keith, Chief, and Oscar C. Brothers, Assistant Chief, of this division. The chairman spent several days at the Board's offices in Sacramento to obtain firsthand information on assessment standards, with particular reference to the City and County of San Francisco.

The Assessor's office functions under rules and regulations provided in the Revenue and Taxation Code of the State of California. Under this code the Assessor is accountable for locating, valuing, and enrolling all legally assessable property in the county. The work includes the appraisal of all real and personal property. This requires the maintenance of comprehensive maps, property ownership and descriptive records, and other records pertaining to operation of this office.

In 1955-56 the assessment roll reached an all-time high of \$1,957,311,243, an increase of \$90,323,799 in assessed value over the previous year. The work load consisted of 31,000 valuation studies; reappraisal of some 13,000 buildings following inspection of all improvements; the audit of nearly 7,000 business firms. Many of these audits were conducted at the eastern headquarters of firms doing business in San Francisco. This practice of auditing records at the eastern headquarters, started in 1949, has resulted in nearly \$900,000 additional tax revenue.

In order that all Grand Jurors might have the opportunity to inquire into the operation of the Assessor's office, the Committee invited Mr. Wolden and members of his staff to meet with them on October 8. Present were Assessor Wolden, Chief Assistant Ray Leavitt, Administrative Assistant Val King, Chief of Building Division Herman Luft, Chief of Land Division William T. Reed, and Supervisor of Personal Property Division William Essig. The Grand Jury was able to learn at first hand the functions and problems of the Assessor's office.

This meeting, combined with the report of the State Board of Equalization, is the basis for the following recommendations:

(Assessor - continued)

1. The Assessor's budget for the fiscal year 1956-57 totals \$1,043,709, of which \$952,245 is for salaries and wages, \$91,464 is for contractual services, supplies, etc., and \$5,430 is for capital expenditures and equipment. This amount represents about 1.5% of the total property tax levy. The State Board considers an operational cost of 2.0% to be average and reasonable. The Mayor and the Board of Supervisors should provide adequate funds for the operation of this office.

2. The State Board of Equalization recommends the addition of 31 personnel in the land, building and personal property divisions to enable this office to make more detailed examinations of properties, to assure equitable property assessments. The additions to the personal property auditing staff will enable them to complete an audit of filed business statements within a three-year cycle. This Committee concurs with previous Grand Juries who have recognized that the office is understaffed.

3. Present salaries of technical employees are, in most cases, lower than those paid for comparable responsibility in private employment. Unless this condition is corrected, it will be impossible to obtain qualified persons to fill vacancies and to provide the required temporary and permanent additions to the staff. (Quote State Board of Equalization.)

4. The present office is most inadequate to house the 140 permanent employees and the 120 seasonal temporary workers. The space now occupied was originally planned for 40 employees. Poor ventilation and lighting add to the chaotic conditions. This Committee attempted to secure a portion of the space formerly occupied by the School Department in Polk Hall which has been vacant for some three years, but without success.

The Committee concludes this report with the recommendation that all-out efforts should be made by municipal government officials to develop new areas for property taxation. The restoration to tax rolls of some of the many properties of the federal government. The reclamation of tideland areas for industrial use and the annexation of outside areas to enable us to broaden our tax base and offset inroads by freeways and other developments.

This Committee believes that in Mr. Wolden we have a man nationally known for his experience and knowledge in the tax field. We believe he has well qualified men in charge of the various departments, and all are making every effort, under adverse conditions, to administer their offices in an efficient manner.

ASSESSOR; TAX COLLECTOR; SALES TAX

Tax Collector and Sales Tax

This Committee consulted with Mr. James W. Reinfeld, Tax Collector for the City and County of San Francisco, to ascertain whether the City sales tax could be collected at a saving by the State Board of Equalization.

The total cost to San Francisco for collection in the fiscal year 1955-56 amounted to \$111,783 on a tax return of \$5,527,823, or approximately .0224 per dollar collected. This was on the tax of 1/2 of 1%.

On October 1, 1956, this tax was raised to 1%, and the estimated revenue for the fiscal year 1956-57 is \$10,832,126, based on the past income and with elimination of certain exceptions heretofore allowed in San Francisco, such as deliveries to points outside the confines of the City and County. This would result in a collection cost by the present City and County Tax Collector of 1.03% of estimated collections. This compares with the current charge by the State Board of Equalization of 1.7% for administrative costs. This rate is subject to change as its costs warrant. On the basis of these estimates it would cost \$75,824 more than the actual costs of local administration should the State Board of Equalization be contracted to collect this tax.

It may be possible that this increased cost of State collection would be justified by a more extensive program of administration, particularly with reference to more complete audits, by the Board of Equalization. Also the elimination of a duplicate return by San Francisco business firms and license holders. Undoubtedly this would be welcomed by such firms and businesses, but this advantage would not be reflected by any financial return to the City and County itself.

This Committee recommends that the 1957 Grand Jury make further study and investigation of this matter of local versus state collection, to properly ascertain any advantages in either method.

The Committee wishes to compliment the Tax Collector and his staff on what we consider an excellent job of keeping delinquent accounts at a minimum.

LYNN S. COE, Chairman

SAMUEL MARKEL

MAURICE COFFEY

CIVIL SERVICE; CITY PLANNING, ETC.

Civil Service

This office, under the able direction of Mr. William L. Henderson, Personnel Director and Secretary, Harry Albert, Assistant Personnel Director, and a staff of 52 permanent employees, acts as the employment and personnel department of the City and County of San Francisco, and is responsible for the present 16,700 permanent positions in the City and County service which, in one way or another, are under civil service jurisdiction. This figure does not include the approximate 3,500 certificated employees of the Unified School District, who are in no way subject to the jurisdiction of the Civil Service Commission.

This Department is organized as follows:

Classification and Salary Division: Investigates the duties and responsibilities of positions; recommends proper classifications for such positions; collects and analyzes data relating to salaries and wages paid in private employment and other governmental jurisdictions; assists in formulating recommendations to the Board of Supervisors on salaries and wages to be paid City employees.

Examination Division: Determines the examination needs of the City; prepares examination announcements; recruits qualified personnel for the examinations; writes examination questions; administers and scores the examinations; investigates and reports on protests concerning examination questions; recommends passing marks, and prepares the lists of eligibles of those passing the examinations.

Certification Section: Maintains records of every person passing an examination and eligible for appointment when reached on the eligible lists; receives and records requisitions for employees from various departments; notifies eligibles of job openings when same are available; refers eligibles for medical examination and fingerprints them prior to employment; also maintains other miscellaneous records. They presently have cards for approximately 30,000 eligibles in this section.

Payroll Section: Maintains a card record for every permanent employee in the City service; checks payrolls twice a month to make certain all payroll items are legal and in accordance with civil service provisions of the Charter, without which approval no employee in the City and County employ can be paid. Also maintains records of sick leaves, vacations, disciplinary actions, etc. concerning the employment history of the employees.

Secretarial Division: Interviews employees and citizens seeking advice and assistance.

(Civil Service - continued)

Section 151 of the Charter is the basis for fixing the rates of pay for only about one-half the employees of the City. The salaries of the remaining half are fixed under seven different methods. It is therefore the opinion of this Committee that proper and sensible salary relationship within the City service can be attained only if all compensation is fixed at one time in accordance with one uniform method. To avoid the inequities created by the present system, the salaries of the various classes of employees should be kept at levels prevailing in outside employment for similar positions.

Because of the difficulty of securing properly qualified personnel in some departments due to the requirement that an applicant reside in the City and County of San Francisco for a period of five years, it is our suggestion that the length of residence required be reduced to a shorter time, or eliminated entirely.

Due to the fact that the privilege of copying examination questions has been gravely abused for sale and profit by operators of coaching schools and others, requiring the Civil Service Commission to write entirely new examination questions every time an examination is held, thus substantially increasing the cost of preparing examinations, it is suggested that Section 147.1 of the Charter be revised to eliminate this privilege.

It is the recommendation of your Committee that appropriate Charter amendments be prepared and be presented to the Board of Supervisors, for submission by them to the electorate, designed to bring about the desired changes as outlined above.

ABRAM S. JAFFE, Chairman

ROBERT R. HALL

CHARLES FLEISCHMAN

HEALTH DEPARTMENT; HOSPITALS; LAGUNA HONDA HOME; HASSLER HEALTH FARM

After many meetings with Dr. Ellis Sox, Director of Public Health, and numerous visitations to the departments under his jurisdiction, it is the unanimous opinion of your Committee that the City and County of San Francisco is indeed fortunate to have Dr. Sox and his able assistants, Dr. Thomas E. Albers, Superintendent of San Francisco Hospital, Mr. Louis Moran, Superintendent of Laguna Honda Home, and Dr. Lincoln F. Putnam, Acting Superintendent of Hassler Health Home, guiding the health and welfare of our citizens.

San Francisco Hospital

A large group of Grand Jurors visited the Hospital, and were well pleased with the progress being made in the rehabilitation of the physical property under the bond issue, which is now nearing completion. The working of the Psychopathic Ward, both as to apprehension, confinement and commitment was shocking to the Grand Jury, and as a result much work has been done to correct this condition. No doubt this will be reported on by other committees, also interested. Many reforms are contemplated, but already the method of apprehension has been changed from a uniformed officer picking up the patient in a police car, to having an inspector in plain clothes, with an ambulance, perform this function.

Laguna Honda Home

Here again a goodly number of Grand Jurors inspected this institution for our elder citizens, and were impressed by the way this rather difficult group of citizens were being taken care of. The bond money for repairs is being wisely used, and upon completion should make for more cheerful surroundings for people residing there. The inadequacy of the evening meal was called to our attention, and we are happy to report that after our recommendation the Mayor and the Chief Administrative Officer saw fit to appropriate sufficient money to remedy this situation.

Hassler Health Home

This is located in the center of 300 rolling acres, and looks more like a resort than an institution for the sick. This should contribute greatly to the health and wellbeing of the patients, where rest and fresh air is probably as important for their recovery as is medication. Much of the gardening and maintenance is done by the patients who have been, or are, nearly cured, with resulting savings of money to the City.

After much study, this Committee recommends the following:

(Health Department - continued)

1. Consideration should be given by the Board of Supervisors for the provision, during the next five or six years, of funds for the construction of health centers in strategic areas of the City, through which the preventive services of the Department can be channelled to the people of San Francisco on a regional basis. Many of these health centers are presently located in old buildings for which the City pays rent, and upon which the City cannot expend capital improvement or maintenance funds. Centers similar to the one constructed in the Sunset District are needed in at least half a dozen areas in San Francisco, in various neighborhoods.

2. The Health Department budget is approximately \$15,000,000 per year, with some 2,800 employees on the payroll, and an average turnover of 1,600 employees. With these facts in mind there should be within its administrative structure a business management division, or general administration service. The Department has requested such a position in the last four budgets, and it was approved by Chief Administrative Officer Brooks each time, but was subsequently deleted. It is recommended that such a position be established during the next fiscal year, in order to increase the efficiency and effectiveness of the departmental program and of the use of the tax funds appropriated in its support.

This position would be that of Chief, Bureau of Administrative Services. This would be a new position, but it would be a substitution for the position of Business Manager which this Department had several years ago. This Bureau would provide those general administrative services common to all components of the Department. The internal organization of this Bureau would be subject to fluctuation, but would certainly include functional units involving the following: (1) Budgets and accounts; (2) Purchase and supplies, including storage; (3) Personnel, including recruitment and training; (4) Other functions such as cost analysis, photo-reproduction, etc.

Pending establishment of the position of Chief of General Services, the Chief of the Bureau of Administrative Services would be directly responsible to the Director of Public Health.

The Chief of this Bureau would be responsible for the provision of essential staff services of his Bureau to all other units of the Department, and he would serve as consultant to the Director in matters relating to general administration and operation of services not specifically medical or otherwise professional. He would be the primary liaison between this Department and other City departments with which the Department of Public Health has a consistent operating relationship. He would be advisory to all directors of services in this Department on matters of mutual interest.

(Health Department - continued)

He should be a college graduate, with training and experience in business management procedures, and should be familiar with those procedures related to governmental operations. Post-graduate study in either business administration, public administration, or public health administration would be desirable.

3. In view of the fact that much of the work of the Health Department is accomplished by education, it is recommended that the health education services of the Department be expanded by the addition of both professional and semi-professional personnel of the type that have been requested during the past several years.

4. Although mention has been made of the improvements in facilities and equipment at Laguna Honda Home, it is obvious that additional housekeeping personnel and professional personnel are needed in order to provide a cleaner environment and better medical services for the chronically ill and the aged infirm housed and cared for at the Home.

We were much impressed by the Adult Education, Occupational Therapy, and the beginning of a rehabilitation program for infirm patients. We urge that this rehabilitation program be expanded, as its purpose is to restore the use of a patient's limbs sufficiently so that a bed patient (at a cost of \$5.37 per day) can become an ambulatory patient (at a cost of \$2.22 per day). Rehabilitation may also effect a complete cure and possible discharge of some of these patients and ultimate return to their homes and families. In addition to the savings to the City, this program contributes to the wellbeing of the patient, and makes him more self-sufficient and happier.

GEORGE P. FREUND, Chairman

SYLVAN C. SPENCER

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ART COMMISSION, AND OTHER COMMISSIONS

Art Commission

Through the establishment of the San Francisco Symphony Orchestra Pops Concerts, this Commission has brought music at its best, under the batons of the greatest world renowned conductors and the most famous artist soloists, to the people in all income brackets, at admission prices ranging from 30¢ to \$1.50.

In 1951, the first of the Pops Concerts - a series of eight performances - were attended by 23,000 persons. This year more than 55,000 persons attended the ten performances at the Civic Auditorium. This attests the music appreciation of San Franciscans. The income from these concerts this year was more than \$6,000 greater than in 1955.

This year again, local artists were given their first big chance - a debut with Arthur Fiedler and the symphony. Every year from ten to fourteen gifted youngsters are selected to appear as soloists, and the results of their debut have been most gratifying. Two outstanding names today who made their debuts on an Art Commission concert are Isaac Stern, the great violinist, and Lucine Amara, prima donna of the Metropolitan Opera.

The Art Festival this year was held in the Civic Auditorium. Emphasis was placed on the visual arts. Another deviation this year was not to purchase works of art for the City, but instead, \$2,000 was offered as a prize to the winner, in open competition, to embellish a wall for the Marina Library.

The Municipal Band of San Francisco continued its program of good will and entertainment, appearing many times during the year and offering spirited concerts in the city's parks and squares, appearing in civic parades, and entertaining residents in the San Francisco Hospital, Laguna Honda Home, the Home for the Aged conducted by the Little Sisters of the Poor, the Jewish Old People's Home, orphan homes maintained by the various faiths, etc. Some of the performances were assisted by the Recording Fund of the Federation of Musicians.

A statue by Robert Howard, "Whales," is to be placed in the courtyard of Steinhart Aquarium, and the statue, "Peace," by Beniamino Bufano, will be placed at the San Francisco International Airport..

The Commission's ideas for an International Music and Arts Festival, to include the presentation of great symphonic orchestras, with opera and ballet, embracing all the visual arts; an International Film Festival similar to the one held in Cannes and Venice; staging of a Shakesperian Festival and the best in live theatre, should be encouraged.

(Art Commission - continued)

The present Commission, consisting of ten active and six ex-officio members, headed by Mr. Harold L. Zellerbach, President, and Mr. John Hagopian, Vice-President, all of whom devote their time and talents without compensation; and their Executive Secretary, Mr. Joseph H. Dyer, Jr., are to be most highly commended for their untiring efforts to preserve our cultural traditions, and for enhancing the prestige of San Francisco throughout the world for its beauty, charm, and elegance.

ABRAM S. JAFFE, Chairman

CHARLES FLEISCHMAN

ROBERT R. HALL

Public Welfare Department

The purpose of this Department is to ensure public assistance so that no needy person of the community shall have to live below a certain minimum standard of health and wellbeing. Child Welfare Services and related Welfare programs are designed to give protection to the dependent child not covered by other programs and to prevent children from becoming dependent, neglected and delinquent. In providing this service and assistance the resources of the individual and the family are taken into consideration to determine the eligibility and the amount of help to be given. The objective of welfare service and assistance is to help people, insofar as possible, to help themselves.

The policy forming and supervising authority for this department is the Public Welfare Commission, which consists of five members, appointed for a period of four years, who serve without compensation. The present Commission is comprised of Mr. Edward J. Wren, President (now serving his third four-year term), Mr. Frank J. Agnost, Mr. Ernest Draper Howard, Mrs. John J. Murray, and Mr. Albert S. Samuels.

The Department is directed by Mr. Ronald H. Born, now serving his seventeenth year in that capacity, and a staff of 349 full and part-time employees.

This Department was created in 1937 and administered only old age security, aid to needy children, needy blind, and the indigent. Since then additional responsibilities have been added: Aid to partially self-supporting blind residents, as established by the statewide program in 1941, and the Department of Foster Care of Children in boarding homes and institutions, as created for it in 1950 by ordinance of the Board of Supervisors.

Thus, during the past six years the scope of their services, as contrasted with the original public assistance programs, has been expanded to include child welfare service, the adoption program and the protective service for licensing of boarding homes for children and the aged, and foster home placement and supervision of children.

The intake function for all programs is handled in the main office. However, due to the increase in caseloads and the many types of programs and services rendered, the Department outgrew its quarters, and a district office - the first since moving to their present building at 585 Bush Street in 1941 - was opened at 150 Otis Street. This office is in charge of one of the three district supervisors, and has a staff of 80 employees, to which was transferred the continuing caseloads of Old Age Security and of single men receiving indigent aid.

(Public Welfare - continued)

Though the residence requirement for workers in this department has been reduced to one year, it has encountered difficulty in obtaining and retaining its staff to fill its social service positions.

The Department of Public Welfare has requested that the salaries paid to their social service and child welfare workers be increased to meet the salaries paid for comparable positions in private employment, which would result in less turnover in its staff. They have also requested that with the increase of work due to the added services, there is need for an Assistant Social Service Director. This committee has not been able to make a thorough investigation of this situation, but would like to recommend to the incoming Grand Jury that they examine this matter before budgets are approved next year.

The splendid task of rehabilitation this department is performing, which reflects its service efforts as a whole, is best illustrated by the following table of job placements from July, 1956 to November, 1956:

	1955	1956
Placed by Employment Division	58	171
" " Calif. Dept. of Employment	43	84
" " Apprenticeship training	1	1
Found own job	67	156*
	169	412
*Office visits requested with these	287	
" " held " "	184	
Telephone contacts	230	

The chairman of the committee was most cordially received and every courtesy was accorded by Mr. Edward J. Wren, President of the Public Welfare Commission, and Mr. Ronald H. Born, Director of Public Welfare. A tour of the building on Bush Street was made, and every office thoroughly inspected.

It appears to the chairman that this Department is operating most efficiently in rendering their services to the people of the City and County of San Francisco.

ABRAM S. JAFFE, Chairman

CHARLES FLEISCHMAN

ROBERT R. HALL



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